

**URUGUAY**

**COMPREHENSIVE PROGRAM FOR AT-RISK CHILDREN,  
ADOLESCENTS AND FAMILIES**

**(UR-0134)**

**LOAN PROPOSAL**

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## BASIC SOCIOECONOMIC DATA

For basic socioeconomic data, including public debt information, please refer to the following address:

**English:**

<http://www.iadb.org/RES/index.cfm?fuseaction=externallinks.countrydata>

**Spanish:**

<http://www.iadb.org/RES/index.cfm?fuseaction=externallinks.countrydata>

## ABBREVIATIONS

ANEP	Administración Nacional de Educación Pública [National Public Education Administration]
AOP	Annual operating plan
CAIF	Centro de Atención a la Infancia y Familia [Childhood and Family Care Center]
CECAP	Centro de Capacitación y Producción [Training and Production Center]
CEP	Consejo de Educación Primaria [Primary Education Council]
CH	Comisión Honoraria [Honorary commission]
CSO	civil society organization
CTC	Comité Técnico de Coordinación [Technical coordination committee]
FIC	Fondo de Iniciativas Comunitarias [Community Initiatives Fund]
INAME	Instituto Nacional del Menor [National Institute of Minors]
INDA	Instituto Nacional de Alimentación [National Food Institute]
INE	Instituto Nacional de Estadística [National Institute of Statistics]
INJU	Instituto Nacional de la Juventud [National Institute of Youth]
MDJ	Ministry of Sport and Youth
MEC	Ministry of Education and Culture
MSP	Ministry of Public Health
MTSS	Ministry of Labor and Social Security
OC	Ordinary Capital
SINIA	Sistema Nacional de Información para la Infancia y Adolescencia [National Childhood and Adolescence Information System]
SOCAP	Servicio de Orientación, Consulta y Asistencia Familiar [Family Guidance, Consultation and Welfare Service]
SP	Secretaría de la Presidencia de la República [Secretariat of the Office of the President of the Republic]
UNDP	United Nations Development Programme
UTN	Unidad Técnica Nacional [National Technical Unit]



## URUGUAY

### IDB LOANS

APPROVED AS OF SEPTEMBER 30, 2002

	<i>US\$Thousand</i>	<i>Percent</i>
<b>TOTAL APPROVED</b>	<b>3,316,943</b>	
DISBURSED	2,653,925	80.0%
UNDISBURSED BALANCE	663,018	20.0%
CANCELLATIONS	250,069	7.5%
PRINCIPAL COLLECTED	676,015	20.4%
<b>APPROVED BY FUND</b>		
ORDINARY CAPITAL	3,171,028	95.6%
FUND FOR SPECIAL OPERATIONS	104,079	3.1%
OTHER FUNDS	41,836	1.3%
<b>OUTSTANDING DEBT BALANCE</b>	<b>1,977,910</b>	
ORDINARY CAPITAL	1,946,616	98.4%
FUND FOR SPECIAL OPERATIONS	31,294	1.6%
OTHER FUNDS	0	0.0%
<b>APPROVED BY SECTOR</b>		
AGRICULTURE AND FISHERY	277,537	8.4%
INDUSTRY, TOURISM, SCIENCE TECHNOLOGY	433,714	13.1%
ENERGY	116,319	3.5%
TRANSPORTATION AND COMMUNICATIONS	328,083	9.9%
EDUCATION	146,284	4.4%
HEALTH AND SANITATION	397,594	12.0%
ENVIRONMENT	0	0.0%
URBAN DEVELOPMENT	268,936	8.1%
SOCIAL INVESTMENT AND MICROENTERPRISE	585,145	17.6%
REFORM PUBLIC SECTOR MODERNIZATION	646,919	19.5%
EXPORT FINANCING	8,940	0.3%
PREINVESTMENT AND OTHER	107,472	3.2%

\* Net of cancellations with monetary adjustments and export financing loan collecti



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## Uruguay

### Tentative Lending Program

#### 2002

Project Number	Project Name	IDB US\$ Millions	Status
UR0136	Multesectoral Finance Global Program	180.0	APPROVED
UR0151	Social Protection and Sustainability Program	500.0	APPROVED
UR0139	RTC Improvement Municipal Management IMM	3.0	APPROVED
*UR0142	Port of M'bopicua	13.6	
UR0134	Infancy, Adolescent & Family At Risk	40.0	
<b>Total - A : 5 Projects</b>		<b>736.6</b>	
<b>TOTAL 2002 : 5 Projects</b>		<b>736.6</b>	

#### 2003

Project Number	Project Name	IDB US\$ Millions	Status
UR0150	Financial Sector Loan	200.0	
<b>Total - A : 1 Projects</b>		<b>200.0</b>	
*UR0148	Port of Montevideo	12.2	
UR0131	Municipal Development and Management	40.0	
UR0147	Legislature Administrative Strengthening	3.9	
UR0135	Highway Infrastructure	160.0	
UR0141	Cattle Development Program	32.0	
<b>Total - B : 5 Projects</b>		<b>248.1</b>	
<b>TOTAL - 2003 : 6 Projects</b>		<b>448.1</b>	

**Total Private Sector 2002 - 2003**      **25.8**  
**Total Regular Program 2002 - 2003**      **1,158.9**

\* Private Sector Project



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# URUGUAY

## STATUS OF LOANS IN EXECUTION AS OF SEPTEMBER 30, 2002

(Amounts in US\$ thousands)

APPROVAL PERIOD	NUMBER OF PROJECTS	AMOUNT APPROVED	AMOUNT DISBURSED	% DISBURSED
Before 1996	2	99,000	92,270	93.20%
1996 - 1997	6	442,900	358,647	80.98%
1998 - 1999	5	309,900	191,160	61.68%
2000 - 2001	7	347,425	147,403	42.43%
2002	3	683,000	430,000	62.96%
<b>TOTAL</b>	<b>23</b>	<b>\$1,882,225</b>	<b>\$1,219,480</b>	<b>64.79%</b>

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\* Net of Cancellations . Excluding export financing loans.



# COMPREHENSIVE PROGRAM FOR AT-RISK CHILDREN, ADOLESCENTS AND FAMILIES

(UR-0134)

## EXECUTIVE SUMMARY

<b>Borrower and guarantor:</b>	Government of the Republic of Uruguay	
<b>Executing agency:</b>	Secretariat of the Office of the President of the Republic (SP)	
<b>Amount and source:</b>	IDB (OC):	US\$40.0 million
	Local:	US\$ 4.5 million
	Total:	US\$44.5 million
<b>Terms and conditions:</b>	Amortization period:	25 years
	Grace period:	5 years
	Disbursement:	5 years
	Interest rate:	variable
	Inspection and supervision:	0.9% of loan
	Credit fee:	1.5% per year on undisbursed balances
	Currency:	United States dollars drawn from the Single Currency Facility
<b>Objectives:</b>	The general objective of the program is to improve living conditions and social integration of at-risk children and adolescents and their family group. The program's target population will consist of at-risk children and adolescents under 18 years of age, along with their family group.	
<b>Description:</b>	To fulfill the proposed objective, the program will improve the quality of existing services, ensure comprehensive care, increase coverage in high-risk zones, and improve vulnerable families' access to existing services. Priority will be given to preventive interventions to ensure a long-term impact on children's social integration, reducing social risks and strengthening the rights of children and young people. Given the intersectoral and multidisciplinary nature of the topic, the design of the program includes mechanisms to strengthen coordination among public entities and civil society organizations forestalling and dealing with the issue of childhood and adolescence at social risk. It also provides for interventions aimed at improving the capacity of all participating organizations to efficiently and effectively address the problems of the target population, and to keep the population at large informed about the status of children and adolescents.	

**The Bank's country and sector strategy:**

The Bank's strategy in Uruguay for 2000-2004 aims to achieve sustained growth while improving social equity. To this end, the strategy envisages support for initiatives that: (i) increase competitiveness and regional integration; (ii) modernize the State, enhancing its efficacy and efficiency; and (iii) improve the quality of life of society's most vulnerable groups and draw them into the development process. The proposed program will help achieve these targets, promoting intersectoral coordination and increasing the capacity of the State to effectively and efficiently address the situation of children, adolescents and family, by providing better preventive services and interventions. The program's objective is generally consistent with the Bank's strategy, given that it will help to improve beneficiaries' quality of life and their social integration.

**Environmental and social review:**

The Committee on Environment and Social Impact has not requested an environmental and social management proposal, because the operation is not expected to have a negative environmental impact. Moreover, environmental education for beneficiary children and adolescents will be encouraged within the program's interventions.

**Benefits:**

The type of services and activities to be offered by the program are expected to have a major impact in terms of improving social integration and the quality of life of children and their family groups. The program will help improve children's health, their performance in school and their employability in adult life; and it will act to reduce risks such as malnutrition, psycho-motor problems, school attrition, juvenile delinquency, teenage pregnancy, addictions, child labor, street-children situations and violence. Initial education for at-risk children has beneficial effects on their upbringing, providing important socialization patterns for their future social integration and helping the mother to enter the labor market—all of which are fundamental for reversing the situation of family poverty.

**Risks:**

Both the impact and the sustainability of this operation depend on institutions changing their practices as necessary for permanent coordination and linkage of interventions by different bodies. The intersectoral nature of the operation presents a risk in the absence of mitigation measures. This risk is expected to be reduced by the high level of political will and priority given to the problem to be tackled by the program, as demonstrated both to the country and to the Bank by the fact that the program is to be coordinated from the Secretariat of the Office of the President of the Republic (SP).

**Special contractual clauses:**

The program's initial disbursement will be made when the SP submits to the Bank, and the latter approves, evidence of: (i) having the technical coordination committee in operation (CTC), and the operating regulations complete with annexes, in force (paragraphs 3.7 and 3.27); (ii) having approved the initial program report, including the 2003 annual operating plan (AOP) (paragraph 3.27); (iii) having contracted the executive coordinator and three area coordinators for the national technical unit (UTN) (paragraph 3.4); and (iv) having implemented a system of accounting-financial management and internal control to administer the program resources referred to in article 7.01 of the General Conditions (paragraph 3.39). A condition precedent to starting execution of each subcomponent not executed directly by the SP will be the signing of an agreement between the SP and the body responsible for coexecution (paragraph 3.5).

**Poverty-targeting and social sector classification:**

The program automatically qualifies as a poverty-targeted investment (PTI) and as a social-equity enhancing project, since it addresses the situation of children and adolescents from low-income sectors who consequently have less access to traditional social programs. The operation is also consistent with the aims of increasing social equity and reducing poverty described in the indicative targets mandated by the Bank's Eighth Replenishment (document AB-1704, paragraphs 2.11 and 2.14 respectively). The government will be making use of the 10 percentage points in additional financing (see paragraph 4.15).

**Exceptions to Bank policy:**

Bank procedures will be followed in bidding processes for both civil works and goods and services procurement (see paragraph 3.37). Nonetheless, 18 local consultants originally hired with technical cooperation funds to assist in the design of the operation, who have already been working in the UTN and the coexecuting agencies, will be contracted for the program without a new call for proposals, having verified that the potential conflict of interest is merely apparent (see paragraph 3.38).

**Procurement:**

Goods procurement for US\$350,000 or more, and contracting for consulting services in excess of US\$200,000, will be carried out through international competitive bidding. Service providers will be selected based on price criteria, as established in document GN-1679-3. When a selection is based on a combination of technical and price criteria, the latter will have a weight of no more than 20% of total selection factors. In order to streamline program execution, the Bank will use ex post evaluation for procurement of goods costing less than US\$350,000, for the contracting of individual consultants in amounts below US\$50,000, and for the contracting of consulting firms for less than US\$100,000 (see paragraph 3.37).

## I. REFERENCE FRAMEWORK

### A. Background information on children and adolescents at social risk

- 1.1 The 1996 census recorded 3,163,763 people living in the Republic of Uruguay. The country has one of the slowest rates of demographic growth in Latin America, with population forecast only to double by 2100, compared to a prediction of 2030 for the continent as a whole. Over 90% of the population live in urban areas, with a high concentration in Montevideo (43%). About one third of the population is under 18 years of age: of these 27% are under five, 26% between five and nine years old, 26% between 10 and 14 years of age, and 21% are between 15 and 18.
- 1.2 Of the country's total households, 15.5% are living in poverty,<sup>1</sup> but this figure rises to 30% when only households with children under 18 are considered. Virtually half of all children under five, and 32% of adolescents between 13 and 17, live in poor households, which to some degree gives a childhood bias to poverty.<sup>2</sup> From a very early age, children from poor households show delays in their development (neuro-psychological, psycho-motor and in their social skills and learning), stemming from health, nutrition and psycho-motor stimulation problems, which result in poorer school performance or outright failure, as well as social and cultural integration difficulties. Consequently, children from poor households are less likely to overcome poverty in adult life.
- 1.3 Coming from a poorly educated family is a risk factor in terms of a child performing well at school and integrating socially. Heads of poor households have on average six and a half years of schooling—two and a half years less than the average in families with means. Outside the Montevideo area the averages are lower still. Moreover, in addition to the typical nuclear family there are increasing numbers of single-parent and extended families. Of all single-parent households with children under three years of age, 56% are poor and 14% are indigent.<sup>3</sup> The low coverage of services for children under five is also a risk factor.<sup>4</sup> Although care

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<sup>1</sup> The poverty line is calculated in terms of the cost of a basic food basket and the proportion of total household expenditure spent on food.

<sup>2</sup> In this document, the term “children” covers both sexes.

<sup>3</sup> The indigence threshold is represented by the price of a basic food basket.

<sup>4</sup> A recent Bank study in Peru (SDS/SOC) shows that the main factor influencing whether or not a child completes primary school at the appropriate age, is whether he or she has participated in an early childhood care program. Participation raises the probability of completing school by 39 percentage points, whereas a 10% increase in family income, together with an additional year of schooling among parents, only raises the probability by two percentage points (*La atención infantil temprana y el rendimiento escolar en Lima – “Early childhood care and school performance in Lima”* R. Morán. 2001).

for preschool children with unmet basic needs (UBN)<sup>5</sup> has increased substantially in Montevideo, only one third of them are attending preschool compared to two thirds of their peers that do not have unmet basic needs. Only 20% of poor children under three are cared for in childcare centers.

- 1.4 As regards children's education, 67% of four-year-olds and 87% of five-year-olds are at school, but the figure for children living in poverty is only one-third. In the case of children in the 5 to 12 age group, over 98% attend primary school, although patterns of repetition and dropout persist that are closely related to the social origin of the children concerned. Of 12- to 15-year-olds, 86.3% are studying full-time, but the percentage falls to 42.6% for those between 16 and 19 years of age. Six out of every 10 public schools in highly disadvantaged social situations have a first-year repetition rate above 30%. Of the families concerned, 37% have unmet basic needs, 67% are poor, 56% belong to the first income decile and 13% are indigent. In contrast, all public schools in favorable social situations have a first-year repetition rate under 20%.
- 1.5 Young persons who are neither studying, nor working nor looking for work, are subject to high social risk. Practically 32,000 12- to 19-year olds are in this situation, many of them from lower socioeconomic levels (71% of these youngsters belong to the first income quintile). Approximately 43% of the economically active population (EAP) between 14 and 19 years of age is unemployed nationwide, compared to a total unemployment rate of 13.6% in 2000. In Montevideo, nearly five out of every 10 young people are unemployed, and the rate is similar elsewhere in the country (40%).
- 1.6 Another risk factor for children is having a teenage mother, because frequently the mother drops out of school and abandons her life plans prematurely. In addition she is often rejected by the family and socially, which constitutes a physical and social risk both for her and for her children. One out of every five births nationwide (about 10,000 out of a total of 58,000) correspond to teenage mothers from the lowest socioeconomic strata.
- 1.7 Child abuse, and living on the street are risk factors common to all age groups. A 1999 study of sixth-grade children conducted by the United Nations Children's Fund (UNICEF) found that 14% of children suffer from serious physical violence, 9% suffer moderate physical violence and 5% are subjected to psychological violence. The street children phenomenon has been visible mainly in Montevideo and other urban centers since the 1980s. There are indications that most of these children have a home and attend school, but they have difficulties in adapting to the

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<sup>5</sup> UBN indicators are as follows: (i) minimum equipment (type of housing and overcrowding); (ii) infrastructure guaranteeing sanitary standards (potable water and sewerage system); (iii) access to education (assistance); and (iv) household capacity and subsistence (family dependents/education of head of household). It is sufficient for a household to display critical levels in one of these indicators for it to be considered as having unmet basic needs.

education system and have greater health problems. Frequently children get into trouble with the law, consume psychoactive substances and run the risk of engaging in prostitution and being sexually and physically abused, or being involved in traffic accidents. Child labor of various forms can be seen in city centers and commercial streets in urban areas, with children involved in activities such as selling stamps on buses, looking after parked cars, windshield cleaning and running errands. About 34,000 children work, of whom 92% are between 12 and 17 years of age, and the rest, mostly boys, between 5 and 11.

## **B. Public social expenditure**

- 1.8 Overall levels of public social expenditure in Uruguay (education, health, social security and welfare, housing and community services) are the highest in the region, accounting for 74% of total public expenditure and representing 23.5% of gross domestic product (GDP). The majority of public expenditure is divided between education (7.1%), health (5.8%) and social security and welfare (60.9%), on a rising trend between 1993 and 1999. As a result of the slowdown of economic activity and repercussions from the Argentine crisis, public finances have deteriorated, and the government has been forced to cut spending, including investment, and apply a restrictive policy to wages and public service charges in order to reduce the deficit. In this setting, there has been a significant fall in social spending since 2000. Public expenditure targeting children and adolescents in 2001 accounted for 11% of total central government spending, and 15% of social expenditure.

## **C. Legal and institutional framework and programs on childhood and adolescent development in Uruguay.**

### **1. Legal framework**

- 1.9 The government has ratified the Convention on the Rights of the Child; and its social agenda displays an interest in promoting new interventions to protect the rights of children and adolescents, and to guarantee their welfare and equity. The Convention on the Rights of the Child proclaims the need to provide special care and assistance for children and adolescents, given their vulnerable status, in addition to the right to express their opinions, to be protected against abuse, to receive legal protection, and to be educated and receive healthcare. The Childhood and Adolescence Code has been in force since 1934, but a proposal to update it is currently making its way through the Senate, for final approval. In addition, Article 37 of the Citizen Security Act created an Honorary Commission for the Advancement of At-Risk Children, which has participation from the Ministry of the Interior, the Ministry of Public Health (MSP), municipalities, the National Institute for Minors (INAME) and the National Association of Nongovernmental Organizations (ANONG), among others. The commission's main function is to study the problem of at-risk children and adolescents from an integrated public-

policy standpoint, coordinating closely with civil-society actions and projects. Nonetheless, Uruguay has yet to implement a comprehensive system of policies on childhood and adolescence, and it still lacks an institutional framework for laying the foundations of such a policy.

## **2. Institutional framework**

- 1.10 Uruguay has progressive social policies and a wide range of social protection programs aimed at children and adolescents living in vulnerable social conditions. These have varying degrees of organizational coverage and varied impacts on the situation. Some are universal programs but others are simply lines of action or activities of very limited scope.
- 1.11 By constitutional mandate, INAME is the apex organization on policies relating to childhood and adolescence. Its main responsibilities are to ensure compliance with the Convention on the Rights of the Child, safeguard the health, legal protection, education and social integration of children, assist and protect abandoned and disabled children until they come of age, work to prevent abandonment, control child labor and support the rehabilitation of delinquents. In recent years, this organization has cut back on direct care to focus on orienting, regulating and supervising the implementation of childhood policies. It now looks after approximately 44,000 children in a year (45% in Montevideo), of whom 434 are children being detained for problems with the law. In addition, it has a rehabilitation center for young delinquents and a polyclinic for treating addictions. In recent years, the number of centers managed by the private sector under agreements with INAME has increased: 55% of beneficiaries are looked after by civil society organizations (CSOs), although in detention centers 66% of beneficiaries are looked after directly by INAME. This organization's annual budget amounts to US\$80 million, of which 56% goes to wages.
- 1.12 The Ministry of Sport and Youth (MDJ), which was created in 2000, is responsible for establishing and implementing national policies on sport and youth, giving special attention to areas outside Montevideo. The National Institute of Youth (INJU) is attached to this Ministry and is responsible for advising the government and proposing national youth policies (the 14 to 29 age group). The National Public Education Administration (ANEP) is an autonomous body that administers the public education system. It is responsible for promoting access to education among the most deprived population sectors, and for improving quality in the framework of education reform. The Ministry of Public Health is the governing body on healthcare in Uruguay, and provides services through the State Health Services Administration (ASSE).

### 3. Childhood and adolescence programs and interventions

- 1.13 *Comprehensive care programs for children under four.* There are two relevant mechanisms addressing the needs of children under three years of age: the Childhood and Family Care Center (CAIF Plan) run by INAME, and the “Nuestros Niños” program, implemented by the Municipality of Montevideo (Intendencia Municipal de Montevideo—IMM). The latter operates through community centers and covers 4% of the population in this age bracket. These two institutions have been working with the 4- to 5-year-old age group, since ANEP has recently made early education compulsory. INAME provides direct care to approximately 570 children under three years of age, through eight centers in Montevideo, and to another 1,000 children elsewhere in the country. The CAIF Plan was set up in 1988 to address the needs of preschool children living below the poverty line. The plan’s strategy is to achieve intersectoral coordination, community participation, decentralization, and coordination between public bodies and CSOs. The centers are run by community or neighborhood associations, and have legal status. The program has an annual budget of approximately US\$12 million, of which US\$10 million come from INAME and the rest is provided by other organizations, such as the National Food Institute (INDA) of the Ministry of Labor and Social Security (MTSS) which provide foodstuffs, the MSP which provides healthcare (preventive and curative), and the municipalities that provide fresh food. The centers are run by 209 associations, of which over 65% are at the neighborhood and barrio level while the remainder are religious or other organizations. Approximately 19,000 children are catered for; 77% of them live outside the Montevideo area, and most are between two and five years of age (just 38% are under two). This corresponds to approximately 20% coverage; 80% of families covered are below the poverty line.
- 1.14 *Interventions for children between five and 12 years of age.* The main interventions include “children’s clubs” financed by INAME. These run school-support, recreation and socialization activities among school-age children, either using their own staff or through agreements with private institutions. In addition, ANEP has run activities through the “All children can learn” program, to reduce the level of school failure and to strengthen links with the most socially and culturally deprived families.
- 1.15 *Interventions for adolescents (13- to 18-year-olds).* Interventions aimed at youngsters in this age group include training and work experience; vocational guidance, recreation and cultural activities; development of youth clubs (Casa de la Juventud, Red de Casas Joven, Clubes Juveniles); and promotion of health, sports and tourism. These are implemented by the central government through the National Employment Office (DINAE), MSP and INJU, and by the municipalities and with participation by CSOs. Information either obtained or available shows that coordination between the different programs has been insufficient to implement comprehensive care mechanisms and to improve upon sectoral actions. All



interventions that have been evaluated and shown to be successful need to increase their coverage.

- 1.16 *Care for street children.* INAME reaches out to approximately 700 street children, through direct services (2) and agreements (9) signed with CSOs. The ages of the children range between four and 18 years; 60% are boys and 40% are girls, mostly concentrated in the 8 to 11 (28.3%) and 12 to 15 (40.2%) age groups. The results of studies, and pilot experiences conducted during the design of the operation, show that despite existing experience and knowledge about catering to this population, work with the family and integration of the child in the barrio need to be strengthened. Family subsidy mechanisms also need to be made more systematic.
- 1.17 Although there are a varied range of services, programs and actions to address the difficult and complex reality of children and adolescents at social-risk, they are highly fragmented and uncoordinated, especially with respect to adolescence. Analysis of the situation of at-risk children generally reveals a need for mechanisms to ensure greater institutional coordination among the entities involved, to improve both the efficiency and the results of their interventions. In addition, there is clear institutional weakness in measuring the results of interventions, recording beneficiaries, and analyzing existing information, which makes it difficult to monitor the situation of at-risk children, adolescents and families.
- 1.18 There is also a lack of instruments for measuring the progress of beneficiaries, and databases that are up to date and adaptable to changes in risk factors. There is no communication strategy to keep the population well informed about this situation, nor sufficient social control mechanisms to enable members of the community to draw attention to their problems and report irregularities detected during execution. Given the wide variety of risk factors and social exclusion situations among other age groups, initiatives and programs operate more like a set of individual actions without much coordination.

#### **D. The Bank's strategy in Uruguay**

- 1.19 The Bank's strategy in Uruguay for 2000-2004 aims to achieve sustained growth while increasing social equity. To this end, it envisages support for initiatives which: (i) increase competitiveness and regional integration; (ii) modernize the State, increasing its effectiveness and efficiency; and (iii) improve the quality of life and draw society's most vulnerable groups into the development process.
- 1.20 The proposed program will help to achieve these targets, by promoting intersectoral coordination and increasing the capacity of the State to respond effectively and efficiently to the childhood, adolescence and family situation, by providing better services and preventive interventions. The program's objective is generally consistent with the Bank's strategy, since it will help improve the quality of life

among children, adolescents and families living in high-risk situations, and promote their social integration.

**E. The Bank's strategy in this area**

- 1.21 Since 1992, the Bank has participated in funding for 14 loan operations amounting to US\$325 million, and 22 technical cooperations totaling US\$90 million. These resources have been used to collaborate with member countries in carrying out investments and delivering technical services to address the needs of at-risk children and adolescents. These experiences have provided the executing agencies and the Bank with a store of knowledge to feed back into new projects and execute them more efficiently.

**F. Conceptualization of the program**

- 1.22 Based on the Bank's experience and lessons learned, as well as the results of pilot experiences, the findings of studies conducted during the design phase, and the opinion of workshop participants, the following needs have been identified: (i) to support the public sector in the design of strategies, policies and intervention planning; (ii) to strengthen technical and managerial capacity among institutions responsible for improving the efficiency, effectiveness and relevance of interventions; (iii) to outsource services to CSOs that have good access to beneficiaries and have proven efficient;<sup>6</sup> (iv) to promote community and family participation mechanisms from the outset, in order to guarantee that the institutional response matches their priority needs and that interventions target the groups at highest social risk; (v) to offer comprehensive and coordinated responses to potential beneficiaries' situations and risk factors, considering interagency coordination measures to optimize the use of resources; (vi) to consider preventive interventions giving priority to early childhood care (0 to 3 years), and those aimed at avoiding school dropout and teenage pregnancy (key factors in the intergenerational transmission of poverty), drug prevention, and promotion of children's sociability and self-esteem; (vii) to seek alternatives to the institutionalization of children and adolescents; (viii) to prevent domestic violence, maltreatment and sexual abuse of children; and (ix) to strengthen family bonds and involve the family group in activities aimed at making them the owners of projects, assuming responsibilities and commitments during implementation.

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<sup>6</sup> During program design, a cost-benefit study was made of the INAME-financed programs most relevant for this operation. This concluded that acting through agreements with civil associations results in more effective services with considerably lower costs than the direct attention modality. For example, whereas the unit cost per child attending early education centers run by civil associations is US\$613 per year, the cost rises to US\$2,000 when INAME provides it directly. There is a similar difference in programs for street children (US\$1,475 vs. US\$2,524), and for youth centers (US\$850 compared to US\$1,121).

- 1.23 This conceptualization speaks to the priority issues identified by youngsters participating in workshops (work, education, abuse, sexuality, drugs, discrimination and free time), and these aspects were included in actions aimed at adolescents.

## **II. THE PROGRAM**

### **A. Objective**

- 2.1 The program's general objective is to improve living conditions and social integration among at-risk children and adolescents and their family groups. The program's target population will consist of children and adolescents under 18 years of age living in social-risk situations, along with their family group.

### **B. Description of the program**

- 2.2 To fulfill the proposed objective, the program will improve the quality of services and their coordination, ensuring comprehensive care and greater access to services for the most vulnerable families. The program envisages an increase in the coverage of programs in higher risk zones, together with preventive interventions to ensure long-term impact, help children integrate socially and strengthen the rights of children and young people.

### **C. Participation**

- 2.3 The interventions to be financed by this operation will be sustainable and have greater impact to the extent that they elicit active participation not only from potential beneficiaries and their family groups, but also from the different public entities and CSOs involved in studying and improving the situation of at-risk children and adolescents in Uruguay. Accordingly, during the design of the operation, a system of consultation and participation was established with representatives from local bodies and beneficiaries to jointly define priorities and intervention models, and identify the main risk factors facing the target population. Targeting criteria were jointly agreed, together with the responsibilities to be assumed by the entities involved and the beneficiaries. The main incentives for participation by the different sectoral bodies are: (i) the chance of increasing the coverage of their programs; (ii) technical assistance to improve the quality and relevance of services; (iii) development of diagnostic tools, monitoring and evaluation; (iv) generation of better products based on networking; (v) development of methods for working with the community; (vi) access to training workshops dealing with specific social problems; and (vii) access to information on the childhood and adolescence situation.

### **D. Targeting and scale**

- 2.4 The program is geographically targeted. Households containing children and adolescents with the greatest unmet basic needs are identified, according to the

vulnerability index constructed using social risk indicators.<sup>7</sup> After ranking the segments according to the number of households in the most vulnerable situation, they were grouped into 100 potential intervention zones (41 of these in Montevideo), each containing approximately 2,000 young people under 18 years of age. Of these 200,000 potential beneficiaries, approximately 23% are in the 0 to 3 age group, 50% between four and 12, and 27% between 13 and 17 years of age.<sup>8</sup> An analysis will be made of the situation of the zones identified through cadastres and family census studies, field visits and interviews with qualified informants, in order to refine the targeting and define priority intervention areas. The CAIF Plan will cater for approximately 40,000 additional children in the five years of execution. Beneficiaries in the 4 to 12 age group will include about 100,000 children attending 200 schools in critical sociocultural situations, encompassing 3,000 teachers and 24,000 families. It is expected that 15,000 adolescents will participate, with 3,000 of them being trained as youth leaders. In addition, the program will cover 17% of the 32,000 youngsters between 12 and 19 years of age across the country who are neither studying nor working.

- 2.5 The program will also identify beneficiaries in areas where the problem of street children is prevalent, and not only in the targeted barrios. Approximately 1,700 children are estimated to be in this situation, and the program will reach out to 800 children and 250 mothers with children who live on the street. Teenage mothers will be identified in the country's public hospitals and in health centers, both in the program zones and in neighboring areas. Assuming the teenage pregnancy rate remains constant, the program is expected to cover 48% of the 15,000 mothers in this category. It is also expected to deal with 1,000 children who have suffered physical and sexual abuse; these will be referred to care centers financed by the program (at present INAME is providing services to 105 per year).

## **E. Components**

- 2.6 The program will have four components: (i) Comprehensive prevention and care projects; (ii) Community and family development; (iii) Institutional strengthening; and (iv) Social communication.

### **1. Comprehensive prevention and care projects (US\$24.2 million)**

- 2.7 The aim of this component is to intervene in a comprehensive, coordinated and participatory way to back up efforts and increase the impact of actions to improve

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<sup>7</sup> The variables used to construct the index are as follows: (i) infrastructure and housing conditions; (ii) overcrowding; (iii) housing tenancy; (iv) educational level of the head of household; (v) educational level of the mother; (vi) teenage mothers; and (vii) young people who are neither studying nor working nor looking for work.

<sup>8</sup> The information processed comes from the 1996 Housing and Population Census and does not include irregular settlements formed after that year. Accordingly, the size of the resident population may have increased.

the quality of life and social integration of children, adolescents and their family groups. It is expected to increase coverage and improve the quality and efficiency of existing services.<sup>9</sup> The component has six subcomponents as described below:

**a. Comprehensive model for children under four and their families (US\$13.5 million)**

- 2.8 The purpose of this subcomponent is to promote comprehensive development, health and security for children under four years of age, living in situations of major social risk; to ensure their physical, emotional, social and cognitive fitness for entering and achieving well at school; and to promote family and social integration. Coverage will be extended for children under two; and centers that attend children between two and four years old and offer services to their families, will be expanded and care-quality standards improved. In addition, new care models will be implemented to promote family group activities that are relevant to its social reality, which are described below.
- 2.9 *Early education centers.* These provide day-care especially for children of working or student mothers, in order to attain the expected levels of health, nutrition and intellectual and psycho-motor development. Funding will be provided for: (i) equipping of centers; (ii) training of associations in operational and management issues, and in various aspects relating to education, participatory methodologies, group dynamics and others that enhance care quality; (iii) center operating expenses, including didactic materials and activities to monitor and evaluate the children's development; (iv) food, where applicable; and (v) care for children in municipal centers that use the agreed methodologies.
- 2.10 *Early childhood stimulation.* This is aimed at children between birth and two years of age and their families. Priority is given to those in situations of nutritional and/or psycho-social risk, in order to stimulate growth, learning capacity and child development, and to involve the family in strategies with a gender perspective that reduce risk situations and improve childcare. Funding will be provided for workshops, psycho-motor development and early stimulation activities, in the home and through workshops, in addition to other activities to promote the exchange of child-rearing practices among families.
- 2.11 *Early and family education.* This is aimed at families with children between two and three years of age living in vulnerable situations, where the mother is not working, in order to establish conditions favoring growth and normal development of the child's motor, cognitive, emotional and social capacities. Weekly group workshops will be funded in care centers or in the home, arranged in six-monthly

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<sup>9</sup> By way of illustration, the CAIF Plan currently transfers to day-care centers US\$36 per child on a monthly basis, whereas the estimated costs of the program are US\$20. In the case of services related to family abuse, INAME transfers US\$53 per month per beneficiary, and the program expects to lower this to US\$44.

cycles. These will promote communication among children, between children and parents, and between adults.

- 2.12 *Community orientation services.* These will be coordinated with the program's Family Guidance, Consultation and Welfare Service (SOCAF). Funding will be provided for activities aimed at families in high-risk situations, particularly those who are unable to take advantage of existing opportunities because of geographic location.

**b. Comprehensive model for children between four and 12 years of age and their families (US\$5.2 million)**

- 2.13 The purpose of this subcomponent is to develop a comprehensive intervention model for children in the 4 to 12 age group and their families; to strengthen relations between school, community and family; reduce school dropout rates; increase social integration and promote healthy lifestyles. Three lines of action will be implemented.
- 2.14 *Strategies to improve the relationship between school, community and family.* These aim to improve children's learning and their social integration and personal development. Given that there is a direct relation between children's school achievement and the sociocultural context to which they belong, this subcomponent will strengthen the link between the school and families through various bonding activities, and improve the information provided on activities carried out in the school. Funding will be provided for: (i) a team of social and legal assistants to support the work of schools benefited by the program, and to constitute a reference point for the school community on social issues; (ii) literacy activities for parents and children in their own homes; (iii) a quarterly publication aimed at providing an efficient and friendly communication mechanism to strengthen links between the school and its community; (iv) formation of four children's orchestras located in socioculturally critical barrios; and (v) development of a set of artistic-cultural presentations such as theatre, dance, art and music, in neighborhood schools and centers.
- 2.15 *Promotion of integration, socialization and recreation among school-age children.* This line of action aims to develop physical, sporting and recreational activities that also act as a vehicle for entertainment, expression, creativity, socialization and integration for children not only with their peers but also with their families and the community at large. Funding will be provided to hire a team of physical education teachers to organize and run activities with the whole school population and their families, as well as scholarships for physical education students to support the work of the teachers. Funding will also be provided to purchase sports equipment for the beneficiary schools and for developing camps, recreational day courses and inter-barrio integration programs. Organic vegetable gardens will be funded in

18 schools, as a type of nonformal learning aimed at promoting a spirit of initiative among children and encourage environmental conservation.

- 2.16 *Promotion of healthy lifestyles.* This aims to improve institutional capacities in the health and education sectors, to carry out actions aimed at strengthening child and pre-adolescent health, along with sexual and reproductive health programs. Funding will be provided for trainer training and training in preventive strategies relating to sex education for pre-adolescents, child abuse, prevention of addictions and infectious and contagious diseases, together with classroom-work strategies for schools in critical situations. Funding will also be provided for the design, printing and distribution of materials to support the work of the teacher in the classroom, and provide materials for the children, as well as nutrition programs to help improve the health of children attending the program's schools. The schools may compete for the funding of projects in this area.

**c. Comprehensive model for adolescents between 13 and 17 years of age and their families (US\$1.8 million)**

- 2.17 The purpose of this subcomponent is to develop an intervention model aimed at adolescents between 13 and 17 years old, which helps youngsters gain access to the education system and remain in it, since this is seen as the main factor of socialization and integration. In the case of young people who are neither working nor studying, a model will be designed that encourages them to reenter the school system and provides work skills and competencies. Four lines of action will be implemented.
- 2.18 *Acquisition of skills and competencies.* This targets youngsters between 14 and 17 years of age who are either in their final years of school, or school dropouts. The aim is to provide them with vocational guidance or basic professional training, to help them enter the labor market either as employees or as self-employed workers. Funding will be provided for vocational-occupational workshops and training in entrepreneurial skills that will benefit about 8,000 young people. In addition, courses will be held to help youngsters enter both the labor market and the education system, by means of a personalized intervention during the initial stage of labor market activity. Steps will also be taken to ensure that training does not become gender-segregated in accordance with traditional job-gender stereotypes. Two "basic labor cycle" trials will be run, lasting about two years each, in order to support school and labor-market participation. Courses will be designed and teachers trained for distance education and occupational and vocational training courses. In addition, funding will be provided to include information technology in the modular program on basic skills taught by the Training and Production Center (CECAP) for youngsters that have dropped out of the formal education system and to train young people in entrepreneurial skills.



- 2.19 *Accreditation of learning and reentry into the education system.* This targets dropouts from the formal school system. A set of educational actions will be implemented to help teenagers, mainly from the lower socioeconomic strata, gain access to and remain in the education system. Learning accreditation activities will be financed for: (i) youngsters not attending nonformal courses, focused on passing an educational equivalence exam; and (ii) youngsters participating in alternative training courses, either to make up for primary education or to complete the basic cycle, aimed at CECAP students.
- 2.20 *Youth protagonism and participation, and promotion of healthy lifestyle.* This will help 13- to 17-year-olds improve their social and family integration, by promoting participatory activities that strengthen their identity, and their communication and social integration skills. The following activities will be financed: (i) formative and recreational integration activities (day courses), dealing with issues such as prevention of addictions, voluntary social action, family violence and abuse and the rights of young people; (ii) training for 3,000 youth promoters from program intervention zones; these will operate as zonal promoters, in coordination with network members, on issues such as conflict mediation, group dynamics, the rights of young people and program services, to support the work of youth information centers.
- 2.21 *Guidance and information centers for youngsters from program intervention zones.* These aim to improve possibilities for social and family integration. Up to 44 centers are expected to be set up, and training will be provided for the staff responsible for receiving and responding to young people's inquiries. In addition, a network will be established for the exchange of information between youngsters from program intervention zones.

**d. Comprehensive model for the prevention of teenage pregnancy  
(US\$1.4 million)**

- 2.22 The purpose of this subcomponent is to optimize responsibility levels in terms of teenage reproductive health, emphasizing prevention and care for unplanned pregnancy. Three lines of action are envisaged.
- 2.23 *Program of information, education and communication on sexual and reproductive health.* This aims to provide teenagers with information on sexual and reproductive health with a view to preventing pregnancy. Funding will be provided to train youth promoters in teenage pregnancy prevention and reproductive health. In addition, workshops and exchange activities between professionals and young people will be held on the topic of sexuality and reproductive rights. The promoters will focus on pregnancy prevention.
- 2.24 *Strengthening of specialized and differentiated care for work with adolescents in public institutions.* This will include activities aimed at: (i) raising awareness and

defining action strategies with public institutions, emphasizing formative aspects; (ii) training MSP staff on sexual and reproductive health; and (iii) improving mechanisms for providing differentiated care for adolescents.

- 2.25 *Support and monitoring for teenage parents in situations of social vulnerability.* This line of action aims to optimize their relationship with reference institutions, and to support training in a life plan that includes responsible parenthood. Funding will be provided to assist and monitor 2,000 adolescents for one year after childbirth.

**e. Comprehensive model for street children and adolescents  
(US\$1.9 million)**

- 2.26 The purpose of this subcomponent is to reintegrate street children and adolescents into the social, family and community domains, in order to improve their chances of personal development and social integration. Families will be given support to assume their responsibilities in relation to protection, development and social reintegration of the child. Three lines of action will be developed.
- 2.27 *Services for street children, encompassing the family, school and community.* The aim here is to increase the number of children covered and reintegrate them into the school and family. Funding will be provided in the first four months for activities to establish links with children in areas not covered by existing programs, and in the neighborhoods where they live with their family or other adults. In the following 18 months, activities will be funded to put children in school and to provide them with health checkups. Additional funding will be made available to provide families with cash and food incentives. These will be largest for families with more than three children. Workshops will be held to apply intervention methodologies in order to train staff from the school, health center and other local institutions.
- 2.28 *Strengthening of the families of street children* covered by CSOs under an agreement with INAME. In order to strengthen the child's family bonds and prevent other siblings from also becoming street children and, subject to fulfillment of "family agreements" to put their children in school or keep them there, with periodic demonstration of compliance, mothers will be subsidized for a one-year period to pay for the transport and cost of paperwork involved in obtaining birth certificates and identity cards, or other benefits, such as the food basket, will be offered. In addition, funding will be provided for domestic items, subject to priorities and amount. Workshops will be financed with educators and community leaders to exchange information and agree on approach criteria.
- 2.29 *Care for mothers and children on the street.* In order to offer alternatives to street life, a total of approximately 100 mothers on the street with their children will be identified, who will sign a pledge to participate. Activities will be financed to ensure the children's civil registration, health checkups, and entry into school

and/or child development centers, along with access to other services. Funding will also be provided for the training and development of social and work skills to help mothers enter the labor market. Priority will be given to mothers that spend the night in shelters.

**f. Family services for victims of child and sexual abuse (US\$440,000)**

- 2.30 The purpose of this subcomponent is to provide comprehensive physical, psychological and social care for children and adolescents that have suffered serious physical and/or sexual abuse, and to their family groups. It will ensure protection for the children, improve their self-esteem and help them cope with symptoms associated with post-traumatic stress resulting from abuse. Funding will be provided for therapeutic intervention services for children and adolescents referred by the various organizations that detect situations of serious abuse, and also by the judiciary.

**2. Community and family participation and development (US\$6 million)**

- 2.31 The purpose of this component is to promote community participation by setting up, strengthening and coordinating local networks, as a means of providing comprehensive care for children, adolescents and their families at the zonal level. The existence of coordinated community networks is expected to lead to more efficient resolution of childhood, adolescence and family problems in the communities, and to promote active participation by community actors and monitoring of the relevant social programs. Four subcomponents are envisaged.

**a. Promotion of networking (US\$5 million)**

- 2.32 In order to improve families' access to services in each program zone, a Family Guidance, Consultation and Welfare Service (SOCAF) will be set up in a public entity or civil society organization established locally. The program will finance basic operating expenses and cover the fees of an expert specializing in community development, who will serve as a full-time focal point for the program and will coordinate the activities of the zone's institutional network. The networking to be promoted by the program will be achieved through the design, execution, and participatory evaluation of a zone plan in each locality. The design of such plans will include a set of projects to be financed under a Community Initiatives Fund (FIC) to support activities of community development, equipment and infrastructure, the rules for which are set out in an annex to the program's operating regulations. Community members committed to the program's objectives will act as community reference points, and funding will be provided for training to give them the skills to: (i) improve their work in the network; (ii) promote community participation; (iii) support the coordination of activities; (iv) disseminate information; and (v) identify and channel child, adolescent and family group problems.

**b. Strengthening of family capacities (US\$75,000)**

- 2.33 To enhance the impact of interventions on behalf of children and adolescents, and those aimed at family and social integration, workshops and activities will be financed to strengthen parental roles, improve family communication, encourage parents to participate in their children's activities, provide information for access to services and encourage membership of community networks.

**c. Improvement of public and community sports and recreation spaces (US\$852,000)**

- 2.34 In order to improve the social integration opportunities available to children, adolescents and their families, funding will be provided for the refurbishment or construction of sports fields and public areas (at least one in each zone), and to procure equipment. The community's recreation needs will be identified during the initial participatory diagnostic study, and these will be integrated into the zonal plan. The sporting installations existing in each zone will be surveyed in the light of stated needs, and new ones will be constructed or existing ones refurbished as necessary. In addition, workshops will be held to raise community awareness of the importance of recreational activities and their beneficial effects on the family, and to provide guidelines for the care and maintenance of installations.

**d. Social control (US\$100,000)**

- 2.35 The program will include mechanisms for social control or participatory monitoring by the beneficiaries, creating or strengthening channels through which social actors without direct access to the program's managerial mechanisms can express their opinions, request information, lodge complaints and/or file accusations. Funding will be provided for the installation and operation of an independent system for receiving complaints, suggestions or information requests at the SOCAFs and using a toll-free telephone line. In addition, the constitution of beneficiary advisory groups (youth leaders, community reference points, parents) will be promoted, to monitor program performance in each zone. Mechanisms will also be set up to enable beneficiaries to participate in the monitoring of interventions and to propose alternatives for overcoming problems identified. The reception of complaints and opinions will be a program management tool.

**3. Institutional strengthening (US\$2.5 million)**

- 2.36 The third component aims to generate conditions and strengthen institutional capacity in public bodies at both national and local level and among civil society organizations participating in the program, with a view to prevention and/or providing coordinated and comprehensive care. Institutional strengthening has been grouped into the following three subcomponents:

**a. Comprehensive childhood and adolescence plan and other forums for coordination (US\$406,000)**

- 2.37 Funding will be provided for activities aimed at designing and implementing a plan to facilitate the development of public policies with ethical and operational orientations, which encourage the coordination and establishment of comprehensive sectoral policies towards childhood and adolescence. The design of the plan is expected to take approximately one year and will include actions to uphold the rights of children and the adolescents in all areas of their personal, family and social development. In addition, the program supports the constitution and/or strengthening of Article 37 Commissions and the National Committee for the Eradication of Child Labor. A document will be prepared with participation and commitment from representatives of public bodies working in the field of childhood and adolescence, as well as from municipalities and the private sector. In addition, deadlines and modes of financing will be established, together with criteria for monitoring and evaluating actions.

**b. Strengthening of participant bodies (US\$1.6 million)**

- 2.38 This subcomponent aims to improve the technical and operational capacity of public and private bodies working with at-risk children and adolescents, particularly in INAME in its capacity as apex organization for policies and programs in this field. Four lines of action are envisaged.
- 2.39 *Strengthening of the National Technical Unit (UTN).* The procedures manual for the UTN and coexecuting agencies will be financed as well as activities to bring about institutional changes to improve the effectiveness, efficiency and relevance of interventions made by participating bodies.
- 2.40 *Strengthening of INAME.* The program will fund consulting services to analyze INAME as an institution and recommend a strategic reengineering plan to adapt the organization. Funding will be provided for activities to strengthen the INAME beneficiaries' Information for Childhood System (SIPI) in order to keep it updated and enable it to serve as a tool for program planning, management and monitoring, including the beneficiary registration system and instruments to measure the quality of services supplied, whether directly or by CSOs.
- 2.41 *Civil registration and identification of children.* In order to overcome the hurdles faced by poor families in registering the birth of their children and obtaining identity cards, which are compulsory for anyone over 45 days old, the program will finance actions to adapt installations for issuing identity cards in public hospitals and the system of mobile equipment for registering children in deprived areas.
- 2.42 *Training and research.* Financing will be provided to train staff in participating public and private institutions to improve services targeting the most vulnerable families as well as research related to the field of childhood and family. Funding

will be provided for technical assistance and for training staff responsible for implementing programs, particularly in project management, methodologies and indicators for work with the community, networking, participatory diagnostic studies, activity monitoring and evaluation. Technical assistance and training will be provided for the CSOs participating in the program, in areas of organizational management, teamwork, mediation, conflict management, networking and other technical aspects, in order to improve the quality of services and effectively implement the projects.

**c. National information system (US\$554,000)**

- 2.43 The purpose of this subcomponent is to develop and implement a National Childhood and Adolescence Information System (SINIA), as a mechanism for continuous identification of problems faced by children and adolescents in social-risk situations, and to serve as a basis for formulating public policies, selecting strategies and designing childhood and adolescence programs. To define the activities, funding will be provided to develop the strategy, guidelines and content for SINIA, together with an implementation plan. Technical assistance activities will be financed to install the design of the system and database, define information technology procedures and information output, together with workshops for training and installation of basic information technology hardware.
- 2.44 In addition, in order to facilitate monitoring and measurement of program impacts on beneficiaries and their families, and to optimize the use of public resources, funding will be provided to develop and implement the single registration system for beneficiaries of this and other programs targeting at-risk children, run by INAME. In addition, an agreement is expected to be reached with the National Institute of Statistics (INE) and other suitable bodies to include a module on childhood and adolescence in order to monitor and evaluate the status of this population group.

**4. Social communication (US\$703,000)**

- 2.45 In order to raise awareness, promote and disseminate the rights of children and adolescents in society at large, and to publicize and promote the program's actions, funding will be provided to design and implement an information and communication strategy, aimed at each target population involved. The strategy will aim to involve society in the topic of childhood and adolescence, especially those living in vulnerable situations; and it will encourage children and adolescents to exercise their rights and generate more effective communication mechanisms between them. The following activities will be funded to provide information aimed at making the population more receptive to the program's proposals: (i) production of 10 thematic videos, to be disseminated and analyzed through workshops in different organizations involved in the program; (ii) holding of artistic and literary expression competitions, with participation from children and adolescents;

(iii) seminars, workshops and interviews with different sectors of civil society and the business sector as well as two biennial artistic/cultural events involving children and adolescents; (iv) publications, sets of program diffusion materials; (v) a website; and (vi) a second public opinion survey<sup>10</sup> to identify changes in the population's perception of childhood and adolescence issues at the end of the program, thereby making it possible to measure the impact of the strategy.

**F. Evaluation (US\$625,000)**

- 2.46 During program execution, an evaluation scheme will be applied consisting of two midterm evaluations, a final evaluation and a system for monitoring the program and each of its components. The two midterm evaluations will provide information needed to improve the management, efficiency and planning of activities in all the intervention models and the program as a whole. The final evaluation is expected to provide orientation for childhood policies in Uruguay and for the identification, planning and running of social programs. To carry out the evaluations and measure the results, a baseline will be established, containing initial data on the socioeconomic characteristics of the families concerned and the situation of beneficiaries, and on the institutional capacity of the participant public and CSO organizations involved at the local level.

**G. Cost and financing**

- 2.47 The program will cost US\$44.5 million, of which the Bank will provide US\$40 million (90%) charged against Ordinary Capital (OC); the counterpart funding to be put up by the country will amount to US\$4.5 million equivalent (10%). Administrative costs are not expected to exceed 5% of the total. Up to 1.4% of the cost of the operation has been earmarked to pay for evaluations (Table II-1). The studies and consultancies needed to prepare the operation and put it into practice, together with the pilot experiences funded to test new interventions, were financed using nonreimbursable resources from the Japan Special Fund (ATN/JF-7731-UR), for a total of US\$500,000.

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<sup>10</sup> The first survey was financed during the design phase.

**Table II-1: Cost estimates**  
*(Thousands of US dollars)*

Expenditure categories	Total	Financing		%
		IDB	Local	
<b>1. Administration</b>	<b>2,235</b>	<b>1,134</b>	<b>1,101</b>	<b>5.0</b>
1.1 National Technical Unit (UTN)	1,935	1,134	801	4.3
1.2 UNDP	300		300	0.7
<b>2. Direct costs</b>	<b>33,478</b>	<b>31,232</b>	<b>2,246</b>	<b>75.2</b>
<b>2.1 Component 1: Comprehensive prevention and care projects</b>	<b>24,212</b>	<b>22,506</b>	<b>1,706</b>	<b>54.4</b>
2.1.1 Comprehensive model for children under four and their families	13,489	12,945	544	30.3
2.1.2 Comprehensive model for children between four and 12 years of age and their families	5,169	4,827	342	11.6
2.1.3 Comprehensive model for adolescents between 13 and 17 years of age and their families	1,793	1,593	200	4.0
2.1.4 Comprehensive model for the prevention of teenage pregnancy	1,424	948	476	3.2
2.1.5 Comprehensive model for street children and adolescents	1,897	1,753	144	4.3
2.1.6 Family services for victims of child and sexual abuse	440	440	0	1.0
<b>2.2 Component 2: Community and family development and participation</b>	<b>6,033</b>	<b>5,818</b>	<b>215</b>	<b>13.6</b>
2.2.1 Promotion of networking	5,006	4,826	180	11.2
2.2.2 Strengthening of family capacities	75	75		0.2
2.2.3 Improvement of public spaces at the local level	852	817	35	1.9
2.2.4 Social control	100	100		0.3
<b>2.3 Component 3: Institutional strengthening</b>	<b>2,530</b>	<b>2,291</b>	<b>239</b>	<b>5.6</b>
2.3.1 Comprehensive childhood and adolescence plan and other forums for coordination	406	336	70	0.9
2.3.2 Strengthening of participating bodies	1,570	1,465	105	3.5
2.3.3 National childhood and adolescence information system	554	490	64	1.2
<b>2.4 Component 4: Social communication</b>	<b>703</b>	<b>617</b>	<b>86</b>	<b>1.6</b>
<b>3. Evaluation</b>	<b>625</b>	<b>488</b>	<b>137</b>	<b>1.4</b>
<b>4. Escalation and contingencies</b>	<b>1,579</b>	<b>1,246</b>	<b>333</b>	<b>3.5</b>
<b>5. Financial costs</b>	<b>6,583</b>	<b>5,900</b>	<b>683</b>	<b>14.8</b>
5.1 Interest	5,500	5,500		12.4
5.2 Credit fees	683		683	1.5
5.3 FIV (inspection and supervision)	400	400		0.9
<b>TOTAL</b>	<b>44,500</b>	<b>40,000</b>	<b>4,500</b>	<b>100.0</b>



### III. PROGRAM EXECUTION

#### A. Borrower and executing agency

- 3.1 The Republic of Uruguay will be the borrower in the Comprehensive Program for At-Risk Children, Adolescence and Families, execution of which will be the direct responsibility of the Secretariat of the Office of the President of the Republic (SP). The expected execution period for the program will last five years. A National Technical Unit (UTN) will be set up to take responsibility for supervision and technical-administrative coordination of program implementation, maintaining accounting records that make it possible to identify the sources and uses made of program funds.

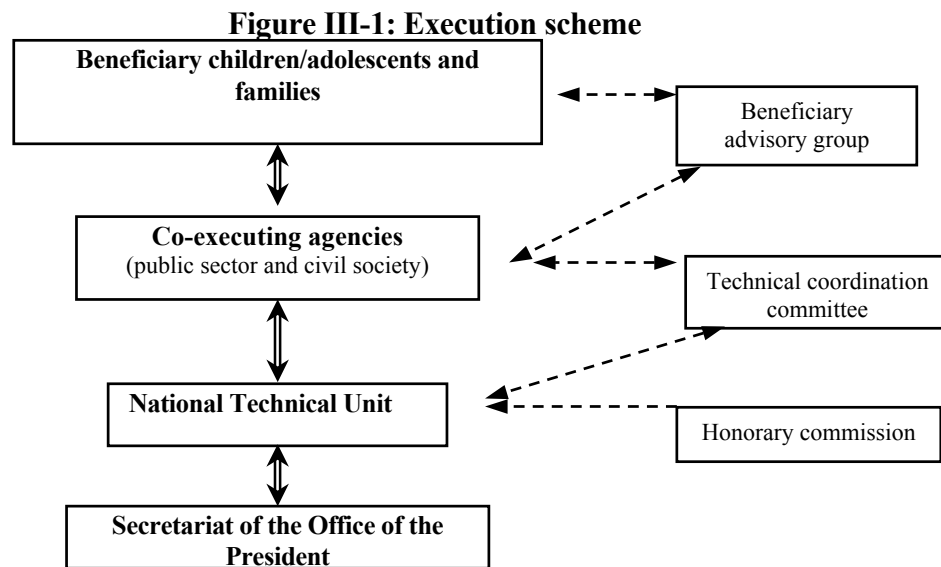
#### B. Implementation strategy

- 3.2 In view of the multisectoral nature of this operation, the general execution scheme will promote active participation by public bodies and civil society organizations working in the field of childhood and adolescence, in order to ensure levels of commitment, interagency coordination, ownership of the program's actions, and results that guarantee its sustainability. On the question of external management, strategies will be developed for participatory control and dissemination of the program's characteristics, objectives, actions and results.

#### C. General execution scheme

- 3.3 *Secretariat of the Office of the President (SP).* As the country does not have a ministry or organization responsible for coordinating social policies, the SP will take charge of the program's strategic direction during this period, ensuring coordination and completeness of actions on childhood and adolescence. The SP's main responsibilities will be: (i) to review and approve annual operating plans (AOPs), six-monthly execution reports and evaluation reports, and modifications to the operating regulations; (ii) to supervise and control the functioning of the UTN and program components; (iii) to help the program achieve maximum diligence, effectiveness and efficiency in its administration of resources, and in thoroughly fulfilling commitments made; (iv) to contribute to adequate coordination of the program at the inter- and intra-institutional levels; (v) to sign interagency agreements for participation with coexecuting agencies from the public sector; and (vi) to periodically disseminate program results, both within the government and to society at large. The SP will delegate responsibility for supervision and technical-administrative coordination of program implementation to the UTN.
- 3.4 *National Technical Unit (UTN).* The UTN's main functions will be: (i) to prepare the AOPs and six-monthly program execution progress reports; (ii) to fulfill Bank procedures for civil works, and for the procurement of goods and consulting

services using program funds, and to authorize payments stemming from fulfillment thereof; (iii) to process requests made to the Bank for disbursement of loan proceeds and obtain counterpart resources, and to manage program finances; (iv) to maintain accounting records and support documentation, and prepare the program's financial statements; (v) to coordinate execution, monitoring and subsequent evaluation of program activities; (vi) to ensure the program is executed within the contractual rules and conditions agreed between the Bank and the Government of Uruguay; (vii) to propose to the SP institutional participation agreements and modifications to the operating regulations; and (viii) to advise and inform the SP of the program's progress, and its compatibility with the strategic and policy guidelines defined by the authorities. The UTN will be headed by an executive coordinator with a technical background. It will be organized in three work areas: (i) technical; (ii) finance and administration; and (iii) monitoring and evaluation. The details of UTN functions are contained in an annex to the operating regulations (technical files). The cost of UTN operations is not expected to exceed 5% of the total program budget. **As a condition precedent to the initial disbursement, the SP will present evidence to the Bank of having contracted the executive coordinator together with coordinators for the three UTN work areas.**



- 3.5 *Co-executing agencies.* The participating bodies will support and coordinate their activities with interventions established through agreements. The public bodies with coexecuting agency functions include INAME, ANEP, the MDJ and the MSP. Coordination is also envisaged with government departments and with other programs currently under execution, including those on Citizen Security, Irregular Settlements, Primary Education Quality Improvement and Secondary Education Modernization. In the private domain, agreements are expected to be signed with CSOs to submit proposals for implementing projects that respond to zonal plans

prepared in conjunction with the community. In addition, private-sector participation will be promoted under the “social responsibility” modality, for which meetings will be held with entrepreneurs during the design phase. Program beneficiaries and their families will also take on commitments and responsibilities during program execution. In order to offer a comprehensive response, the execution agreements signed between the SP and the various participating bodies will establish the commitments and responsibilities of the parties, and will specify the results and targets to be achieved, and mechanisms for decentralized execution and coordination of interventions. **For each subcomponent not directly implemented by the SP a condition precedent to starting execution will be the signing of an agreement between the SP and the coexecuting agency responsible for it.**

- 3.6 *Honorary commission (CH).* An honorary commission will be established to advise the UTN on specific technical aspects. It will be made up of highly regarded professional and technical experts in this field, including foreign professional and technical staff.
- 3.7 *Technical coordination committee (CTC).* The CTC will act as a support mechanism for the UTN, in an advisory, non-decision-making capacity. Its mandate will be to ensure the sustainability, completeness and efficiency of the interventions, at the top hierarchical level. The committee will consist of one representative from each of the coexecuting agencies, one representative from the Article 37 Commissions (see paragraph 1.14), one representative from the business-based foundations involved in issues related to children and adolescents, and one representative from the CSOs. It will have the following specific functions: (i) to monitor and update the comprehensive childhood and adolescence development plan; (ii) to create a coordination mechanism between public-sector bodies and civil society; (iii) to recommend and evaluate policies on childhood and adolescence; (iv) to support program execution through interagency coordination; and (v) to express its opinion on the AOP proposals referred to it by the UTN. **A condition precedent to the first disbursement will require the SP to have presented to the Bank a resolution from the Secretariat of the Office of the President providing evidence of having set up the CTC.**
- 3.8 *Beneficiary advisory group.* Each community will set up an advisory group consisting of community reference points, youth leaders, and parents of beneficiary children. This will support, facilitate and promote program interventions in their community, and identify problems that need to be resolved before they undermine expected results. Membership of the advisory groups will consist of the Zonal Coordination Desk, together with local bodies; it will have an active role in preparing and monitoring fulfillment of zonal plans and incorporating new initiatives. Members will be elected by consensus during the zonal plan design phase. This mechanism will encourage participatory monitoring of the program.

**D. Program execution by component<sup>11</sup>**

- 3.9 Program actions will be carried out in accordance with SP guidelines, and will be coordinated by the UTN.

**1. Comprehensive prevention and care projects**

- 3.10 Program execution in the targeted zones will start by conducting zonal cadastres and drawing up zonal plans, in order to identify basic needs and priority actions with support from the community and beneficiaries. In addition, an individual will be contracted on a full-time basis in each zone to act as program focal point, and to undertake tasks of coordination and orientation of local agencies and beneficiaries, in addition to organizing initial training for community agents to support execution. The program provides financing for in-service training in the subcomponents defined in the operating regulations, where the limits and conditions for this modality are established. The execution of each subcomponent is specified below.
- 3.11 *Comprehensive model for children under four and their families.* Acting through the CAIF Plan executive secretariat, INAME will coordinate and monitor the activities envisioned for this subcomponent. The centers will be set up as community reference points in their respective localities. The current CAIF management model will be maintained, based on collaboration between the State and civil society, acting through legally established community associations, responsible for running the center in accordance with strategic and administrative guidelines issued by CAIF. In addition, the institutional agreements with INDA and MSP will be maintained to guarantee the nutrition and health of the children concerned. For this purpose, five consultants will be contracted under the current regulations. A total of 107 new CAIF centers will be created, and the coverage of existing centers in program zones will be expanded, with a view to covering 19,200 children in the third year. Associations will be selected competitively, using a standard base model previously agreed with the Bank. The terms of reference for each invitation to tender will assume that the CAIFs are located in the highest risk zone and have the technical and physical capacity available to provide the coverage required.
- 3.12 *Comprehensive model for children between four and 12 years of age and their families.* The activities of this subcomponent will be directed, coordinated and controlled by the ANEP Primary Education Council (CEP), relying on an educational-technical-operational coordination unit with functions as described in the program operating regulations. This coordination mechanism will be responsible for establishing fluid and permanent communication with the UTN; it will consist of a coordinator and two technical staff. For the first line of action,

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<sup>11</sup> The technical document attached to the operating regulations gives details of the execution of each component and subcomponent.

during the first year a team of social and legal assistants will be contracted to support the work of the schools with families. These professionals will work directly with parents, students and teachers, providing various types of training and support workshops. To execute the second line of action, a team of physical education teachers will be hired to carry out the activities envisaged with the school population and their families. The third line of action envisages training 1,400 “multiplier teachers” in strategies that promote healthy lifestyles. During the first year, 100 schools will have the services of a physical education professional 24 hours per week and 200 hours in the following years.

- 3.13 *Comprehensive model for adolescents between 13 and 17 years of age and their families.* Responsibility for execution and monitoring of this subcomponent will be in the hands of INJU, which is attached to the MDJ. To implement certain lines of action, the UTN will enter into agreements with the Central Directing Council (ANEP/CODICEN) (Special and Experimental Programs Division), and with the Ministry of Education and Culture (MEC), through CECAP. To implement the various lines of action, they will rely on their own structure and hire specialized CSOs and consulting services. The workshops (320 for 25 youngsters each) on vocational and occupational guidance, and training in enterprise skills, together with specific labor training courses (35 lasting 200 hours each for 25 youngsters each) will start in the first year of execution. They will include personalized interventions to guide job search and accompany the young person during the first stage of his or her work experience. Training courses will respond to the specific demands of private firms. During the first two years, job-based middle-school pilot trials will be run for 25 youngsters (two at 800 hours each). These will include basic training in mathematics, language, and natural and social sciences, in addition to practical apprenticeships in firms, and recreational and cultural activities. During the first year, three workshops will be held to train 20 teachers to run distance courses. These teachers will then start to train others by agreement, and a computer science class will be set up in CECAP to provide training to 300 youngsters over a three-year period through nine-month courses. CECAP will conduct training on entrepreneurial skills for 20 youngsters and accreditation of learning for 600 youngsters from the center. In addition, CODICEN will provide accreditation for 1,000 youngsters from the formal education system.
- 3.14 *Comprehensive model for the prevention of teenage pregnancy.* Execution and monitoring of this subcomponent will be the responsibility of the MSP, apart from a number of activities to be carried out by the UTN (technical area) in coordination with the MSP and other public bodies (MDJ, MTSS, MEC, INAME), and private-sector institutions working in this field, especially in defining common objectives in relation to sexual and reproductive health. Individual consultants and CSOs working in this area will be contracted, basically to run courses and workshops, and to monitor teenage parents from the socioeducational viewpoint. During the first two years, 240 youth promoters will be selected for training as health promoters (eight courses of 12 classroom hours each). From these, 100 women will perform

classroom information and teenage pregnancy support tasks. During the two first years, 500 health center staff will be trained, and in the second year two one-day courses will be held to raise awareness and define action strategies with secondary school institutions. In the second semester of execution a team of 50 socioeducational agents will begin monitoring work on 8,000 cases, both individually and in groups, in order to help build a life plan.

- 3.15 *Comprehensive model for street children and adolescents.* The activities of this subcomponent will be implemented and monitored by INAME. This organization will also promote projects in zones not currently covered by it, inviting civil society organizations working in this field to submit proposals. The UTN will carry out activities in the line of action for mothers and children on the street; these will be implemented in quarterly modules of 10 families each, for which purpose an agreement will be signed with CECAP. Agreements with the CSO will be expressed in terms of product and fulfillment of targets, rather than the number of children catered for; and proposals will include diagnostic instruments for children and their family situation, and tools to make an inventory of services in the intervention zones. The UTN will identify the children's territories and the areas they come from.
- 3.16 *Family services for victims of child and sexual abuse.* Execution and monitoring of this subcomponent will be done by the UTN in conjunction with three CSOs (SOMOS, Arcoiris and El Faro), which were selected during the design of the operation, having fulfilled the following requirements: (i) to have a minimum of three years' experience in caring for victims of child and sexual abuse; (ii) to have infrastructure installed; (iii) to have an interdisciplinary team available to deal with cases in the comprehensive manner; (iv) to approach care with a gender perspective; and (v) to have the capacity to monitor cases. The National Office for the Social Prevention of Crime (DNPSD) attached to the Ministry of the Interior, acting through "SOS Niños", will also participate with its crisis intervention team in providing this type of service, and will facilitate relations with the judiciary. Cases will be referred by participating organizations and will be dealt with for a maximum period of one year, coordinating attention with the relevant institutions (education, health, INAME, justice, or others) to ensure the child receives comprehensive care.

## **2. Community and family development and participation**

- 3.17 This component will be implemented and monitored by the UTN. The latter will monitor the performance of the locally-based entity in which each SOCAF will be installed, with the following responsibilities: (i) to conduct the diagnostic study and cadastre of institutions; (ii) to produce and disseminate service guides; (iii) to invite the community to prepare a zonal plan, establishing the problems, needs and priority intervention actions, together with execution commitments; (iv) to supervise execution of the plan with the support of the Coordination Desk, consisting of local entities and the Beneficiary Advisory Group whose members

- will be elected by consensus during preparation of the plan; (v) to supervise the administration of the Community Initiatives Fund (FIC) to finance social promotion, infrastructure and equipment activities that arise during the community planning process; and (vi) to register complaints, requests for information and suggestions made by citizens, whether program beneficiaries or not, for the purpose of transmitting this information to the Coordination Desk. The UTN will carry out the corresponding procurement processes for hiring individual consultants or firms (including CSOs) to provide training and workshop activities as envisaged in the plan. These will include workshops to strengthen capacities among families and community reference points.
- 3.18 *Promotion of networking.* The use to be made of the FIC will be decided collectively when the zonal plan is designed, and will be executed by local CSOs and evaluated by the Coordination Desk. The FIC will have two windows: (i) Infrastructure and equipment (US\$15,000 per zone), for the acquisition and installation of equipment, and the construction of small infrastructure works that will help make the most of resources and improve existing infrastructure in each zone; and (ii) Community promotion (US\$10,000 per zone) to finance social promotion activities, which are expected to improve families' access to community and extra-community services, along with the care provided by them, either by raising suppliers' awareness of community needs or minor reengineering of certain care processes. The FIC has its own rules set out in the program operating regulations, which establish the typology of activities, their reference costs, requirements and eligibility criteria, the process for approving proposals, the disbursement modality, and expenditure control and accountability mechanisms.
- 3.19 Training will be provided for 20 community reference points per zone. These will be chosen by the Coordination Desk to bolster work in the network, and provide support for coordination of activities, leveraging of resources, dissemination of information and the identification of problems among children and families, who will be members of the community. With regard to execution of FIC projects, the UTN will disburse to the SOCAF funds needed to defray expenses for up to one semester, estimated on the basis of an execution timetable prepared for each project in the plan. Plan execution will be evaluated during monthly Coordination Desk meetings. The UTN Monitoring and Evaluation Division will attend these meetings as part of its program monitoring work.
- 3.20 *Strengthening of family capacities.* Execution and monitoring of this subcomponent will be the responsibility of the UTN, and activities will be carried out by qualified staff from specialized institutions. The workshops (10) will be mutually complementary and will start when the other activities of the zone begin. They will be convened by the SOCAF and carried out by specialized institutions. An invitation to tender will be made during the first year of execution.

- 3.21 *Improvement of public and community spaces for sport and recreation.* For the execution of activities involving improvements and construction of such spaces, the executing agency will sign an agreement with the MDJ setting out responsibilities for use of the resources. Fund disbursements will be made on a quarterly basis, and expenses will also be justified quarterly, or when funds have been spent, whichever occurs first, using the accounting spreadsheets designed by the UTN. The improvement of spaces will respond to the priorities established in the zonal plans. During the first three years of execution, meetings will be held with MDJ inspectors and with institutions and beneficiaries on aspects relating to maintenance, use of spaces and responsibilities.
- 3.22 *Social control.* The social control or participatory monitoring mechanism will operate on the basis of the Coordination Desk, which will openly convene representatives of the community and program beneficiaries (community advisory groups), either individually or through organizations, to undertake program monitoring, reconcile points of view, identify the main problems and suggest alternative solutions. The SOCAF will receive complaints and gather opinions; these will be entered into a single record system, and the information will be systematized by type of complaint made, and place of formulation. Information from the Coordination Desks will be channeled at the national level to the UTN, honorary commission (CH) and CTC, with a view to taking the necessary steps to improve program execution, either through the UTN or through organizations participating in its execution, which respond to the concerns presented. A toll-free telephone line will be installed in the UTN. The UTN, CTC and CH will analyze beneficiaries' calls and deal with them. Concerns relating to other execution mechanisms will be referred as appropriate.

### **3. Institutional strengthening**

- 3.23 *Comprehensive childhood and adolescence plan and other forums for coordination.* This subcomponent will be executed by the UTN (Executive Coordinator and Technical Area). A working group will be set up to discuss the proposal, with representatives from the SP, INAME, MSP, the Supreme Court, ANEP, MDJ, MTSS, the National Drugs Bureau, the Ministry of Housing, Land Management and Environment (MVOTMA), the Social Insurance Bank (BPS), the National Network of CSOs, the National Childhood Network, the Committee on the Rights of the Child, the CAIF Plan civil associations, the National Regional Governors Congress, Departmental Article 37 Commissions, and members of the Special Committee for Legislative Solutions to Situations of Poverty of the Chamber of Representatives. Activities envisaged include the following: (i) to establish the Coordination Desk with representation as indicated; and hold meetings to define the work program, and to discuss guiding principles, agree upon strategies, institutional commitments and criteria for monitoring agreements; (ii) regional and national events will be held, along with an international one, to publicize and discuss the proposal with representatives from public bodies and civil society working in the



childhood and adolescence area, and with university experts; this will include active participation from children and adolescents; (iii) printing and dissemination of the document; and (iv) ratification of the document by the competent authorities, with a view to establishing it as government policy. A final document will be prepared and submitted for government approval. The UTN will coordinate meetings to discuss the plan and organize the scheduled events. In the first year of execution, support will be provided for installation of ten *Article 37 Commissions*, followed by another five in the second year and three more in the third year. For this purpose a workshop and technical assistance will be provided to municipios' and local organizations' social areas. Starting in the fourth month of execution, collaborative activities will begin with the *National Committee for the Eradication of Child Labor*. Agreements will be made with academic or research centers to undertake two research projects, and technical bids will be invited for consulting services for policy support.

- 3.24 *Strengthening of participating organizations:* (i) *strengthening of the UTN*. Funding will be provided to prepare and implement an administrative procedures manual to be applied by the UTN and public-sector co-executing agencies, in order to facilitate coordination of execution and supervision; (ii) *institutional strengthening of INAME*. At the start of the program, a strengthening proposal will be designed, which will ensure that INAME can effectively execute its participation in the program, while also providing greater institutional solvency. A specialized consulting firm will be contracted for this purpose; (iii) *strengthening of institutions for the civil registration of children*. To ensure identification and registration of children living in situations of vulnerability and risk, an agreement will be signed with the National Civil Registry (DNRC) attached to the MEC, and the National Civil Identification Office (DNIC) of the Ministry of the Interior. The UTN will supervise the adaptation of installations in public hospitals and actions to test the efficiency of child registration through mobile units in deprived areas. It will also supervise training courses, and will contract consulting services to redesign birth registration procedures; and (iv) *training and research*. The abilities of children's services staff will be improved.
- 3.25 *National Childhood and Adolescence Information System (SINIA)*. An interagency working group convened and promoted by the SP will be set up to define this activity. The committee will consist of representatives from the executing agency, the coexecuting agencies and INE, supported by academic bodies and CSOs with expertise in the area of childhood and adolescence. This committee will establish the strategy, guidelines and content of the SINIA, together with an implementation plan to be funded by the program. During the three first years of execution, the SINIA will be managed by the UTN, after which it will be transferred to INAME.

#### **4. Social communication**

- 3.26 This component will be executed by the UTN. Organizations will be contracted with specialist expertise in the subject, to provide consulting services and to prepare videos; an invitation to tender will be made. A jury of five will be appointed by the UTN to evaluate and select the bids. The videos will be circulated in at least 100 organizations in the program intervention zones. The UTN will hold an annual art and literary competition for children and adolescents during the first four years of program execution, in order to raise awareness of the subject. The winning proposals will be publicized through posters or publications. Contests for publicity firms or professionals will have a jury consisting of a group of children between eight and 10 years of age. The two sociocultural events envisaged (years 2 and 4) will be organized by the UTN. The unit will also run two seminars or workshops per year for the first four years, in order to involve entrepreneurs in the creation of social solidarity programs.

#### **E. Operating regulations**

- 3.27 The operating, eligibility, administration and financing aspects of program activities will be governed by rules set out in the program's operating regulations. Among other things, this document contains the resource allocation mechanism; a description of the decision-making process at the different levels and how these are to be coordinated; the technical eligibility criteria for using program resources; and the execution, disbursement, monitoring and evaluation mechanism to be followed for legal and administrative authorization of project expenses, and for carrying out program activities. Annexes include: (i) the program's organizational structure and its institutional responsibility matrix; (ii) the FIC regulations, and the fund reporting system; (iii) the monitoring matrix; (iv) the logical framework; and (v) the model agreements with coexecuting agencies. **The following will be a condition precedent to the first disbursement: (i) to have implemented the operating regulations and its annexes; and (ii) to have approved the initial program report, including the 2003 AOP.**

#### **F. Supervision and monitoring**

- 3.28 Program monitoring will be based on indicators set out in the logical framework and in the specific monitoring matrix for components and subcomponents annexed to the operating regulations. A specialist will participate in the design of the system to review instruments with a gender focus. The matrix will contain process, management, coverage and results indicators making it possible to monitor compliance with planned targets in each component and in the program as a whole, on a six-monthly basis. The UTN will submit six-monthly reports to the Bank, on 31 May and 30 November each year, containing an analysis of progress in execution and the status of compliance with the annual targets established for each component and subcomponent. Studies will be conducted on the basis of

monitoring demand, in order to gather information on program execution at the geographical level. This supervision will be exhaustive: in other words it will be undertaken in all program action zones and will focus mainly on verifying fulfillment of interventions and their processes, together with beneficiary satisfaction. Monitoring will identify the causes of problems, errors and/or dissatisfactions arising from program execution, and will propose action alternatives. It will be the UTN's responsibility to construct a registry of program beneficiaries and keep it up to date. The registry will be fed with information from each participating organization, systematically produced and updated using the record format provided by the program.

## **G. Evaluation**

- 3.29 The tasks involved in designing and constructing the evaluation system, and conducting the three evaluations, will be carried out by academic institutions or specialist entities that are independent of and external to the program. The UTN will contract a firm or specialized entity to carry out such tasks, and will facilitate the process and furnish the entity with all necessary information. The terms of reference and letter of invitation to be sent to the preselected consulting firms on the short list will be presented to the Bank together with the initial report and the first AOP. The preliminary design of the evaluation system and the baseline will be submitted to the Bank during the first four months following the initial disbursement, and the final version, with the information loaded, processed and available, will be presented within nine months of the same date. The first midterm evaluation will be conducted 12 months after the start of execution in the program intervention zones. Based on its results, the content and date of the second evaluation will be defined (it is expected to be conducted two years later). In addition, at least three months before the conclusion of activities, a final evaluation will measure outcomes and fulfillment of objectives and targets.
- 3.30 The design of the evaluation system will be based on the process, outcome and impact indicators set out in the logical framework (Annex III-1). It will also establish the tools to be used to collect information, using those already designed and adding others as considered necessary. The evaluations will contain indicators of process, outcome and impact of the interventions on beneficiaries, according to the risk factors being addressed, along with unit cost indicators measuring the efficiency of the interventions. They will also consider gender factors and participatory methodologies to ascertain the viewpoint and opinion of beneficiaries and other participating stakeholders. In addition, they will include case-study methodologies for a more in-depth analysis of the impact on beneficiaries of interventions in each subcomponent of the first Component, and another type of methodology to evaluate the effectiveness of the second component.<sup>12</sup> The final

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<sup>12</sup> In the case of the CAIF Plan, two impact evaluations have been performed, and a similar methodology will be used to compare results.

evaluation will also include aspects related to: (i) evaluation of the internal, financial and accounting control structure adopted; (ii) timely contribution of local counterpart funds; (iii) management of the revolving fund and presentation of expense justifications; (iv) compliance with contractual clauses; (v) reports from external auditors; and (vi) level of interagency coordination achieved between participating bodies.

## **H. Use of resources and eligibility of investments**

- 3.31 Program funds will be used for eligible activities only. An activity will be considered program-eligible if it is included in the AOP approved by the Bank; and it must be compatible with the provisions set out in the loan contract and documentation, and in ancillary reports (logical framework, operating regulations and initial report). Any new activity, or possible expansions in the coverage or scale of actions, will not be eligible if it uses resources allocated for activities originally envisaged in the program. Such activities will only be financed when, with due justification, it is agreed to suspend or reduce the scope of preexisting actions, thereby generating surplus funds. Expenditures that are eligible for local counterpart funding are described in detail in the operating regulations.

## **I. Financial management of execution**

- 3.32 The SP will hire services from the United Nations Development Programme (UNDP) as financial management agency for program resources, except for those to be transferred directly by the UTN to INAME for the CAIF Plan civil associations that expand their coverage. The justification for hiring UNDP is as follows: (i) the administrative and operational complexity of the program arising from the fact that multiple institutional actors participate in its execution; this requires adequate centralized financial management of resources; (ii) the experience of UNDP in managing similar operations in Uruguay and, in particular, ATN/JF-7731-UR, which aims to support the design and implementation of the program; (iii) the additional technical support that UNDP has provided to the executing agency on the subject of this operation; (iv) the guarantees of transparency and neutrality that the agency brings to the program.
- 3.33 The services to be provided by UNDP are as follows: (i) management and accounting for all payments; (ii) production of budgetary and financial information; (iii) contracting of and payment for consulting services, once the executing agency has approved the corresponding selection process; (iv) payment for on-the-job training and scholarships; (v) goods procurement in the program, when this involves local or international competitive bidding; and (vi) at the request of the coexecuting agencies or the UTN, specific technical assistance on program management. The services to be provided will cost US\$300,000 and will be financed out of the local counterpart. Any additional expenditure will be defrayed

using resources from outside the program. Notwithstanding UNDP participation, any communication with the Bank will be channeled through the UTN.

- 3.34 The UTN will guarantee: (i) the opening and maintenance of specific and separate bank accounts in the name of the program, for the purpose of managing loan resources transferred to it by the Bank, and the corresponding local counterpart; (ii) the signing of agreements with coexecuting agencies as a condition precedent to starting resource transfer to UNDP, according to the needs of each coexecuting agency arising from the execution of activities envisaged in the AOP; (iii) maintenance of program accountancy, in compliance with Bank procedures, and kept independent from the control records maintained by UNDP for the purpose of accounting for expenses to UTN; and (iv) the signing of an agreement with UNDP to carry out the functions assigned to it, which will require prior approval by the Bank and later be included as an annex to the program's operating regulations. This agreement will establish, among other aspects, the **specific obligations of UNDP** to: (i) maintain two separate accounts for IDB projects, one for loan proceeds and one for counterpart resources, along with accounting and financial records, to control resources received from the UTN and payments made, independently of the program accountancy maintained by UTN under the loan contract; (ii) free access to records of commitments (tenders, contracts, etc.) both accounting and financial, for Bank staff and auditors; (iii) the use of selection and contracting procedures for civil works, goods and consulting services in accordance with the loan contract with the Bank; (iv) immediate transfer of goods acquired by UNDP on behalf of the SP, and transfer of legal ownership to the corresponding coexecuting agency no later than six months after receipt thereof; and (v) support documentation of program commitments and transactions, suitably filed. If the above is not verified, the SP will take over the functions envisaged for UNDP.

## **J. Disbursements, procurement and accounting**

### **1. Disbursements**

- 3.35 The SP will request disbursements from the Bank, in accordance with the latter's procedures, either as a revolving fund, reimbursement or payment instruction to third parties. For this purpose, the SP will open a special account in the name of the program, at the Central Bank of Uruguay (BCU) to deposit resources disbursed by the IDB in foreign currency. The second account, denominated in local currency, will be used to deposit local counterpart resources. A revolving fund will be established equivalent to 5% of the loan amount. Disbursement requests will include a copy of expenditure vouchers, except for amounts below US\$3,000 for which it will be sufficient to present payment details according to the Bank's disbursement guidelines. The Bank will periodically check these vouchers on a sampling basis.

- 3.36 With the Bank's agreement, and in accordance with its deadlines and procedural rules, program funds can be used to reimburse expenses incurred prior to approval by the Board, or to finance those incurred between the date of such approval and the signing of the corresponding loan contract, provided that requirements substantially analogous to those established in this instrument have been complied with, and up to a maximum amount equivalent to 1% of the financing and 1% of the counterpart amount. The total disbursement period will be five years, including the time needed to satisfy the eligibility conditions for the initial disbursement. Table III-2 shows the program's disbursement timetable.

**Table III-2: Disbursement timetable**  
(in thousands of US dollars)

	2002-2003	2004	2005	2006	2007	TOTAL
<b>IDB</b>	6,700	9,000	9,000	9,000	6,300	40,000
<b>Local contribution</b>	300	1,000	1,000	1,000	1,200	4,500
<b>TOTAL</b>	<b>7,000</b>	<b>10,000</b>	<b>10,000</b>	<b>10,000</b>	<b>7,500</b>	<b>44,500</b>

## **2. Civil works and procurement of goods and services**

- 3.37 Bidding processes for civil works and the procurement of goods and services, consulting included, will follow the relevant Bank procedures. The autonomous limits for international competitive bidding will be US\$2 million for civil works, US\$350,000 for goods and US\$200,000 for consulting firms. Given the large number of low-value goods procurements and contracts for civil works and consulting services required by the program, and in order to streamline execution, the Bank's prior nonobjection will only be required for contracts or procurements in amounts above US\$750,000 for civil works; US\$100,000 for goods, services and consulting firms; and US\$50,000 for individual consultants. The Bank's Country Office in Uruguay will review the first five contract processes of each type on an ex ante basis, after which it may carry out ex post reviews, every six months and by sample. Should substantial procedural discrepancies be found, the Bank will not recognize the corresponding expenses within program costs and will revert to prior review. In addition, before awarding civil works, the SP will submit to the Bank evidence of legal ownership of the corresponding land, and of having contracted civil works supervision. Price will be used as selection criterion for service providers, as indicated in document GN-1679-3. When selection is based on quality and cost, price will be worth no more than 20% of total selection factors. The procurement plan is included as Annex III-2.
- 3.38 Contracting for consulting services will be carried out in accordance with standard Bank procedures, except for the hiring of temporary staff working in the UTN (8), and in co-executing agencies (5 CAIF and 5 CEP), for a total amount of up to

US\$200,000 per year. These employees worked on program design during the six months leading up to the funding request, using resources from ATN/JF-7731-UR, financed by the Bank for design of the operation. Exceptions are requested (contracting without prior call for proposals or apparent conflict of interest), because this team has demonstrated excellent technical capacity and leadership during the design of the operation, and it will make it easier to set up and execute the program if they continue performing coordination and administration functions during the execution process.

### **3. Accountancy and audit**

- 3.39 The UTN will maintain records indicating program expenses in accordance with the accounts plan approved by the Bank; and it will submit, to the Bank's satisfaction, evidence of having implemented suitable accounting, administrative and financial control systems (see special conditions, paragraph 3.32). The program's financial statements will be certified annually by the Auditor General of the Republic, and submitted within 120 days following the close of each fiscal year during program execution. **It will be a condition precedent to the first disbursement to have implemented the accounting-financial management and internal control systems for managing program resources, referred to in article 7.01 of the General Conditions.**
- 3.40 Prior to the program's startup workshop, technical staff from the executing agency and the coexecuting agencies will participate in training courses on management, audit and procurement in Bank-financed projects, in order to gain satisfactory understanding of the rules and procedures applied to such operations. These courses will be financed out of funds left over from ATN/JF-7731-UR.
- 3.41 Prior to the first call to tender for consulting firms, or the first bidding process for goods procurement, the UTN will agree with the Bank on the respective tender or bidding document models to be used during program execution.

### **K. Inspection and supervision**

- 3.42 Through its Country Office, the Bank will inspect and oversee the program during execution, paying particular attention to compliance with conditions precedent to the first disbursement. It will also review periodic execution reports, the AOPs and progress made in meeting the targets set out in the logical framework.

### **L. Maintenance of investments**

- 3.43 The SP will take steps within its jurisdiction to ensure program civil works and equipment are maintained by participating organizations in the operating conditions in which they were delivered, within limits compatible with the services they are required to provide and in accordance with generally accepted techniques. If inspections carried out by the Bank, or reports received by it, show that

maintenance is falling below the agreed levels, the borrower and the executing agency will take steps to fully rectify such deficiencies.



## IV. VIABILITY AND RISKS

### A. Benefits

- 4.1 Of total direct program costs, 72% relate to the development of comprehensive care models for young people under 18 years of age (Component I), while the remaining 28% will be used for community and family development, consolidation of local networks, strengthening of the system's institutions and program communication.
- 4.2 In the 0 to 3 age group, which absorbs 40% of total direct costs, actions will be carried out through the CAIF Plan, whose intervention methodologies have been highly rated.<sup>13</sup> The main benefits expected from program interventions relate to improvements in: (i) social integration and the quality of life of the child and his/her family group; (ii) children's physical, intellectual and social development, improvements in linguistic skills, communication, motor skills and coordination, and overcoming behavioral problems.<sup>14</sup> These aspects, as a whole, will help reduce first-year repetition rates at school, where levels reach 28% among at-risk children compared to 8% to 10% among those that are not in social risk situations; and (iii) the female labor participation rate and, hence, an increase in household resources, since there is a 20 point difference in the female activity rate in the same age group and with similar schooling, but differentiated according to whether or not the women concerned are mothers.<sup>15</sup>
- 4.3 From the system efficiency standpoint, a new care modality for children whose mothers do not work is expected to be introduced. This will act from the family, and make it possible to expand coverage to an additional 12,500 children at a monthly per-beneficiary cost of US\$13; and, in addition, broaden the coverage of the CAIF Plan to 6,700 children at a monthly cost of US\$20 per beneficiary. Considering the current monthly cost of US\$36, annual savings of US\$4.7 million are anticipated.

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<sup>13</sup> The CAIF Plan reduced situations of risk and backwardness among children attending their centers from 74.7% in 1991 to 32.9% in 1999; it also raised family participation from 58% of families involved in over 50% of center activities in 1991 to 97% in 1999, thereby reducing psychosocial risks among mothers, domestic violence and low self-esteem among parents. *The CAIF Plan: Comprehensive development of children and strengthening of families in poverty situations: strengths, weaknesses, achievements and impacts*, Isabel Bove. 2000. Also, *Cost-benefit evaluation of INAME programs*, R. Diez de Medina. 2000.

<sup>14</sup> On average, 36% of children living in poor households are at risk or have already fallen behind, with even worse values depending on the educational level of the mother. By comparison, figures for children from middle- and high-income families only reach 10%. Meanwhile, 89% of children from households not at social risk achieve standard linguistic development, compared to just 68% of children from at-risk households.

<sup>15</sup> World Bank report (MECAEP/ANEP program, 1998).

- 4.4 From the institutional perspective, the program will help consolidate CSO participation in implementing the CAIF Plan, since it has been shown that civil associations are indispensable for ensuring the execution and sustainability of the Plan, and its costs are some 30% to 40% lower than direct provision by INAME.
- 4.5 In the 4 to 12 age group, which absorbs 15.4% of total direct costs, actions will be implemented through the CEP, using the school as the central hub. For several years, CEP has been running specific programs to support the most vulnerable sectors,<sup>16</sup> which will help the program to achieve expected benefits in terms of improving: (i) children's school achievement and repetition rates; (ii) the permanency of children in school, and their protection, reducing child labor and the number of children living in the streets; and (iii) incorporation of the family, improving family relations, reducing domestic violence and child abuse, and increasing female productivity. The sum total of actions in the early education stage with interventions from the school, will provide important socialization patterns for the children's future social integration, giving rise to considerable fiscal savings in terms of fluidity of enrollment in the formal school system, and enabling mothers to enter the labor market, all of which are fundamental for reversing situations of family poverty and enhancing the efficiency of the public education system. From the systemic efficiency standpoint, a 30% reduction in the repetition rate, whose current first-year level is 28%, will generate annual savings of at least US\$1.3 million, based on an annual cost per student in school of US\$400.
- 4.6 In the 13 to 17 age group, which absorbs 5.3% of direct program costs, the program will help to: (i) improve the capacity of young people to gain entry into a labor market where they currently account for 47% of total unemployed nationwide; (ii) return youngsters who are not studying, not working and not looking for employment to the education system, in order to improve their future income-earning capacity, also bearing in mind that 46% of them have only completed primary school;<sup>17</sup> and (iii) reduce conditions that encourage juvenile delinquency. The program will act through INJU and Projoven/MTSS, which already have positively evaluated experience,<sup>18</sup> having succeeded in getting 70% of the youngsters in their care into jobs or back into the education system.
- 4.7 The program will also help reduce teenage pregnancy, the number of children living in the streets and child abuse. This will lower the risk of an increase in poverty and improve the quality of life of youngsters and their families, as well as providing

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<sup>16</sup> Educational improvement program; "All children can learn"; full-time schools; schools in a critical sociocultural context (in *A comprehensive view of the education reform process in Uruguay*. 1995-1999)-

<sup>17</sup> *An analysis of young people who are neither working nor studying*. ANEP, 2001.

<sup>18</sup> *Final evaluation of the training program to help young people enter the labor market* (ATN/MH-4525-UR). Buchelli and Rozada: 1997; *Training and labor market entry for young people in situations of social exclusion: "Projoven" and "Ojoven"*, Kratochwil. 2001.

opportunities for social and labor-market development for children and young people.

- 4.8 Lastly, the program will leave capacity installed at the national and departmental level, for policy and strategy design, participatory planning, an information system, execution and evaluation of results of activities to benefit children and adolescents at risk. This will result in interventions with greater impact on poverty reduction. The implementation of the program will stimulate the development of new mechanisms to encourage participation from beneficiaries, the family and members of the community in the projects executed. This will mean a new type of relationship with executing agencies, resulting in more relevant actions, thereby providing effective solutions to the particular problems and situations in each zone. It is also expected to stimulate the formation of service networks and strengthen those already existing, to make service provision more effective.

## **B. Socioeconomic viability**

- 4.9 The economic evaluation of the program will identify the direct benefits obtained from the most important interventions, in terms of impact and their effect on the program budget. In the first place, there will be benefits in terms of higher future incomes resulting from: (i) better child psycho-motor development, with the proportion of children with normal development in CAIFs rising from 68% to 75%. This should result in better learning and attendance rates (30% increase in attendance in program schools), and lower repetition and truancy rates; (ii) a return to education for youngsters who are neither studying nor working; and (iii) return to the labor market for mothers of beneficiary children. It is worth noting that in Uruguay the average income of a household whose head has more than 13 years' schooling is 2.5 times that of a family whose head has less than nine years' and double that of someone with between nine and 12 years' education. For this reason, reducing repetition or dropout rates helps to generate a larger income flow in adult life.
- 4.10 Given the existence of a large group of young people that are neither studying nor working, the program's targets envisage three ways of increasing income-generation among these groups: (i) immediate income generation for young people who gain employment as a result of the interventions; (ii) income generation arising from additional schooling as a result of the program (increase in the rate of school retention, reduction in repetition, and reentry into the system by previous dropouts). Mincer wage equations were estimated, and it was possible to quantify wage increases per year of education at the different levels for which program targets are established; and (iii) minimum wages for youngsters who join the labor market as a result of the program's awareness-raising activities, and social capital building, following special interventions to reduce the number of youngsters who are neither studying nor working

- 4.11 As a result, and based on the estimated benefits and projected costs of program activities, an economic and social evaluation was carried out. This applied standard factors used in Uruguay<sup>19</sup> for skilled labor (0.73), unskilled labor (0.566), investment in goods (0.727), and other inputs (0.727); the result gave an internal rate of return of 41%.

**C. Institutional and financial viability**

- 4.12 The decentralized execution of the program will rely on public and private institutions, with responsibility in the specific areas covered. This will ensure the sustainability of the operation and make it possible to incorporate existing experiences and institutional capacities into the execution process, thereby also strengthening and enhancing the efficiency of services. The SP, as the body responsible for program execution, will ensure consistency throughout the operational domain especially in the public sector. This is consolidated by the creation of the CTC which groups together participating actors, in order to guarantee the expected technical levels together with coordinated and timely execution of activities.
- 4.13 Financial viability is based on two main factors: (i) the budgetary effort required for the five years of program execution amounts to about US\$800,000 on average each year; despite existing budgetary constraints and the executing agency's high level of commitment, this is not expected to cause major difficulties; and (ii) financial mechanisms of execution have been designed so as to centralize payments, despite the decentralization of the program, not only to streamline them, but also to keep them separate from the participating institutions' own budgets.

**D. Environmental feasibility**

- 4.14 The Committee on Environment and Social Impact (CESI) reviewed this operation at its 12 October 2001 meeting (TRG 39-01), but did not request an environmental and social management proposal because the operation is not expected to have a negative impact on the environment. Moreover, environmental education for beneficiary children and adolescents will be encouraged as part of the interventions.

**E. Equity and social impact**

- 4.15 The program automatically qualifies as a poverty-targeted investment (PTI) and a social-equity enhancing project, since it addresses the problems of children and adolescents from low-income sectors living in high social-risk situations, who consequently have less access to traditional social programs. This operation is also consistent with the objectives of increasing social equity and reducing poverty, as described in the indicative targets mandated by the Bank's Eighth Replenishment

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<sup>19</sup> *Estimation of shadow prices for Uruguay*, Miguel Flament, OPP-IDB, 1987.

(document AB-1704, paragraphs 2.13 and 2.15, respectively). The government will be using the 10 percentage points of additional financing.

- 4.16 The program will operate in areas of greatest poverty, where children and adolescents are likely to face social integration difficulties. The program will act to reduce risk factors and help children and adolescents to overcome barriers that make it difficult for them to participate in society, thereby increasing social equity. The social benefits of providing child development services from birth, keeping children and teenagers in the school system, orienting and preparing youngsters for entry into the labor force, preventing child abuse situations, avoiding family abandonment, imprisonment, teenage pregnancy, teenage prostitution and participation in youth gangs, are major factors in breaking the circle of poverty.

**F. Gender considerations<sup>20</sup>**

- 4.17 The program will take gender issues into account in each of its stages; and gender will be a crosscutting dimension in all project interventions. Activities aimed at children under four will have to demonstrate their gender-fairness, and evaluations will analyze whether impacts in terms of beneficiary development vary according to sex. The centers will ensure equal participation, avoiding favoritism and discrimination of any kind, particularly in the type of food, stimulation or healthcare provided. This will be stressed in the training provided to educators. In activities with parents, both parents will be encouraged to participate in child raising, highlighting the role of the father in emotional relations with children, regardless of their sex. Activities aimed at children between four and 12 years of age will promote stimulation of cognitive, emotional and social aspects without gender discrimination, ensuring equal opportunities for both sexes. The negative consequences of providing different education opportunities depending on a child's sex, will be discussed with parents. The positive effect of giving children of both sexes equal opportunities to study and to participate in recreational, artistic or any other type of activity, will be stressed, along with the need to avoid differences in the distribution of domestic chores that might impair school performance.
- 4.18 In activities aimed at adolescents, special emphasis will be placed on strengthening leadership, deemphasizing training for "traditionally female" trades which translate into lower paid jobs than "male" occupations. In the teenage pregnancy program, a gender perspective means, on the one hand, helping the girl to continue with her life plan and educational development, and preventing her activities from being confined to the maternal role; and, on the other, encouraging responsibility on the part of the father to share in the child's upbringing. Sex education should foster responsibility among men and women alike, overcoming the prevailing practice of making the woman responsible for preventing pregnancy.

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<sup>20</sup> Specific interventions will be included in the program's operating regulations for each component and subcomponent, to make sure a gender perspective is built into program execution.

- 4.19 The institutional strengthening component will ensure that the content of materials used to train public officials and those from CSOs have a gender perspective. They will be provided with tools to incorporate gender when planning their various functions, particularly in the project diagnosis, execution and monitoring stages. Sports and recreation programs will consider the specific preferences of men and women, so as to provide adequate spaces for both groups. For example, it is inappropriate to only build soccer fields when women have indicated other sporting preferences during the participatory planning process. A gender dimension will also be included in the information system to ensure appropriate elements are available for diagnosis and intervention. In addition, a gender perspective will be used in evaluating issues such as child labor; studies of this phenomenon often fail to include domestic chores performed by children, and the negative impact of this on their school performance. Social communication activities will stress messages promoting socialization that does not discriminate on the grounds of sex, and which offers equal developmental opportunities to all children. Project proposals submitted by participating bodies will have a gender content, and monitoring and evaluation instruments will include indicators to measure this aspect.

#### **G. Risks**

- 4.20 The impact and sustainability of this operation will depend on institutional practices changing as necessary to achieve permanent coordination and linkage of interventions by the various bodies. In this regard, the intersectoral aspect of the operation is a risk in the absence of mitigation measures. This risk is expected to be reduced as a result of the high level of political will and priority accorded to tackling the problems addressed by the program. This is demonstrated both to the country and to the Bank by the fact that the program will be coordinated from the Secretariat of the Office of the President (SP).
- 4.21 In order to achieve a change in these poorly coordinated practices, from the outset of the design process the program has included activities aimed at discussing and planning a common strategy to help resolve the problem of children and adolescents at risk. These include holding workshops with active participation from high-level representatives of the various public bodies working in this field. The workshops analyzed, in particular, the issue of inadequate coordination between the various bodies and the many programs and interventions, while highlighting the positive experiences incorporated in the design phase. Top-level representatives from the organizations involved also participated actively in the operation's design. In addition, provision has been made to set up a CTC staffed by technical experts from the participating organizations, in order to constantly review actions that require greater coordination and to adapt the mechanisms agreed.

## LOGICAL FRAMEWORK

### COMPREHENSIVE PROGRAM FOR AT-RISK CHILDREN, ADOLESCENTS AND FAMILIES

Narrative summary of objectives	Indicators <sup>1</sup>	Means of verification	Assumptions
<b>Aim:</b> Greater social inclusion of children and adolescents in situations of social risk, in a context of social integration and institutions acting effectively and in coordinated fashion.	1. Social risk reduced in the case of at least 20,000 children and adolescents (10% of total) in zones where the program is operating. 2. At least 50% of institutions in program intervention areas display levels of accessibility and act in coordinated fashion to cover the beneficiary population, once the program has ended.	Final evaluation.	1. Macroeconomic context and political priority accorded to the program ensure budgetary allocation consistent with anticipated actions and targets. 2. Economic and sociocultural conditions of most vulnerable sectors do not worsen.
<b>Purpose:</b> To improve living conditions and social integration for children and adolescents living in situations of social risk, along with their families.  <b>Beneficiaries:</b> 200,000 children and adolescents at risk, living in 100 zones covered by the program (63% of households in situations of social risk).	1. At least 20% of children and adolescents living in program intervention zones improve their comprehensive development (cognitive, emotional and social) and their social integration. 2. At least 30% of the potential beneficiary population currently without access to community or extra-community childhood and adolescence services gain access to them.	Evaluation reports (midterm and final) containing results from survey of program participants (children, young people, family members, educators and service operators), case studies and other methodologies.	3. Political will maintained among key childhood and adolescence policy institutions to develop specific and integrated policies for vulnerable groups. 4. The risk factors that children, adolescents and families are exposed to stay close to current levels. 5. Resident population in the 100 program intervention zones grows by less than 10% during program execution.
<b>Component 1: Comprehensive prevention and care models.</b>  Children and adolescents participating in the program, together with their family groups, reduce risks and improve their personal development and social integration.	20% reduction in index reflecting the prevalence of risk situations (undernourishment, psycho-motor problems, preventable diseases, school dropout, juvenile delinquency, teenage pregnancy, addictions, child labor, children living in the streets and violence), in intervention zones.	Evaluation reports (midterm and final) containing results from survey of program participants (children, young people, family members, educators and service operators), case studies and other methodologies.	Beneficiary population willing to participate in program actions.
<b>Subcomponent 1.1:</b> At-risk children under four years of age covered by the program improve their physical, cognitive and emotional conditions and family integration as a result of increased coverage and quality in the care provided by the CAIF Plan.  <b>Beneficiaries:</b> 38,800 children (42.3% of the 91,650 children under four years of age living below the poverty line).	1. During third year of execution, the CAIF Plan covers 19,200 children (100%) in 107 new centers (base 2002: 19,600 children in 204 CAIF centers throughout the country). 2. 90% of zones prioritized by the program receive at least one CAIF intervention. 3. At least 70% of centers meet new quality standards defined by the program. 4. 75% of children that have attended CAIF centers as part of the program display normal development, having improved their physical, cognitive, emotional and family integration conditions (base 2002: 68%). 5. The following targeting and efficiency results are achieved: (i) 40% of children catered for are under 18 months old; (ii) 80% of children attend at least two years; and (iii) per-child cost of new interventions reduced by 30%.	1. Evaluation reports, case studies and survey of program participants (children, young people, family members, educators and service operators), among others. 2. Program monitoring reports (including those issued by the executive secretariat of the CAIF Plan).	1. Beneficiary population and entities (civil and State) involved in the CAIF Plan collaborate in expanding the service to the other activities in the subcomponent. 2. No increase in the average dollar price of the consumption basket needed to cover each child (base: July 2002).

<sup>1</sup> Targets have to be achieved by the end of the program, except where an earlier date is indicated.

Narrative summary of objectives	Indicators <sup>1</sup>	Means of verification	Assumptions
<p><b>Subcomponent 1.2:</b> At-risk children between four and 12 years of age covered by the program through a comprehensive model, improve their school attendance and performance, their socialization and their family relationships by the end of the program.</p> <p><b>Beneficiaries:</b> 130,000 children.</p>	<ol style="list-style-type: none"> <li>1. 10% increase in enrolment of 4- to 5-year-olds in the 200 schools in critical sociocultural context covered by the program (base 2003).</li> <li>2. 30% increase in average attendance rate at the 200 program schools (base 2003).</li> <li>3. 40% reduction in average first- and second-grade repetition rate in the 200 program schools (base 2003).</li> <li>4. At least 30% of students at the 200 program schools improve their self-esteem.</li> <li>5. 120 program schools (60%) report improvements in relationships between children and their families (communication, resolution of disputes, involvement in the child's interests, etc.), and between families (communication, participation, cooperation).</li> </ol>	<ol style="list-style-type: none"> <li>1. CEP enrollment records.</li> <li>2. UTN report based on information from CEP and continuous household survey.</li> <li>3. Survey and test on children, and interviews with social assistants and schoolteachers from the program, including tests of schoolchildren's self-esteem.</li> </ol>	<ol style="list-style-type: none"> <li>1. Teaching and management staff in program schools actively participate in the proposed activities.</li> <li>2. Since the start of the program, at least 50% of teachers stay in schools for at least two years.</li> <li>3. Sufficient space and teaching capacity exists in schools to meet demand for initial education.</li> </ol>
<p><b>Subcomponent 1.3:</b> Adolescents between 13 and 17 years of age increase their social participation and integration (greater access and permanency in the education system, or improved labor market entry capacity), and improve their family relationships.</p> <p><b>Beneficiaries:</b> 10,000 adolescents benefit from the program's substantive actions and another 5,000 participate in some specific action (27% of adolescents between 13 and 17 years of age at social risk in the program zones).</p>	<ol style="list-style-type: none"> <li>1. At least 50% reduction in the number of program beneficiary adolescents that are neither studying nor working.</li> <li>2. At least 80% of school-dropout beneficiaries, who are currently participating in courses offered by the formal education system, formally certify their learning at the end of the course (1,600 young people).</li> <li>3. At least 60% of participants in formative and integration activities (15,000 young people) improve their capacities for social and family relationships.</li> <li>4. At least 60% of participants in vocational guidance and labor training activities (5,425 young people) improve their capacities for productive participation or return to the formal education system.</li> </ol>	<ol style="list-style-type: none"> <li>1. Survey of young people that have participated in program activities.</li> </ol>	<ol style="list-style-type: none"> <li>1. Young people and their families living in program intervention zones become involved in program activities.</li> <li>2. Training entities maintain interest in participating in program tasks.</li> </ol>
<p><b>Subcomponent 1.4:</b> Teenage pregnancy reduced among 13- to 17-year-olds, and improvements made to the situation of expectant teenage mothers, emphasizing prevention and care for unplanned pregnancy.</p> <p><b>Beneficiaries:</b> 7,200 adolescents and 800 parents receive substantive actions from the program, benefiting up to 28,000 young people with some specific action.</p>	<ol style="list-style-type: none"> <li>1. 20% drop in the birthrate among teenagers (13- to 17-year-olds) living in program intervention zones, as a result of monitoring 60% of teenage mothers living in poverty (base: 2003).</li> <li>2. Six-month rise in average age of first teenage birth in program intervention zones (base 2003).</li> <li>3. 50% reduction in number of adolescent program beneficiaries that become pregnant again, and 70% reduction in number of young people dissatisfied with healthcare receive during pregnancy and childbirth (base 2003).</li> </ol>	<ol style="list-style-type: none"> <li>1. National Population, Household and Housing Census of 2006.</li> <li>2. UTN report based on reports from the P.Rossell, Military, Police and Canzani hospitals, as well as public hospitals outside Montevideo.</li> </ol>	<p>Young people and their families living in intervention zones, together with other civil society organizations, confirm their interest in the services proposed by the program.</p>
<p><b>Subcomponent 1.5:</b> Street children and adolescents reintegrate into social, family and community environments, and improve their opportunities for personal development.</p> <p><b>Beneficiaries:</b> 800 children and their families living on the street.</p>	<ol style="list-style-type: none"> <li>1. 80% of street children whose families signed agreements remain in school system.</li> <li>2. 30% cumulative annual reduction in average time children catered for by the program remain on the street.</li> <li>3. 50% of mothers on the street improve their social integration capacity.</li> </ol>	<ol style="list-style-type: none"> <li>1. UTN monitoring and evaluation reports.</li> <li>2. Education system records.</li> <li>3. Street educator record.</li> </ol>	<ol style="list-style-type: none"> <li>1. Attitudes of children, family, INAME staff and civil organizations towards participation in program activities do not change.</li> </ol>
<p><b>Subcomponent 1.6:</b> Children, adolescents (0 to 17 years of age) and their families, involved in situations of physical and sexual abuse, receive comprehensive care.</p> <p><b>Beneficiaries:</b> 1,000 children and adolescents and their families.</p>	<ol style="list-style-type: none"> <li>1. Situations of physical violence, child and sexual abuse reduced in at least 60% of families covered.</li> <li>2. At least 50% of children and young people covered improve their levels of self-esteem.</li> </ol>	<p>UTN monitoring and evaluation reports.</p>	<p>Program-eligible families show interest in the proposals and agree to participate in the interventions.</p>
<p><b>Component 2: Community and family development and participation.</b></p> <p>Comprehensive approach to the subject of children, adolescents and family in each zone.</p>	<ol style="list-style-type: none"> <li>1. Families and community participate in activities related to their children's development.</li> <li>2. Zonal organizations coordinate their services, and involve and consider the opinion of beneficiaries and their families.</li> </ol>	<p>External evaluation reports.</p>	<p>Families and neighborhood reference points living in intervention zones prove receptive to activities proposed by the program.</p>



Narrative summary of objectives	Indicators <sup>1</sup>	Means of verification	Assumptions
<b>Subcomponent 2.1:</b> Networking allows greater coordination and better supervision of implementation of activities in the zone.	50% of all zonal and community institutions form part of zonal networks by the time half the program has been implemented, rising to 70% by the time it ends.	Minutes of Coordination Desk meetings.	Social service staff and management bodies operating in intervention zones collaborate in program activities.
<b>Subcomponent 2.2:</b> Parents are kept informed and involved in the development and activities of their children.	60% of families participate in workshops and express satisfaction with content by the end of the program.	Reports from SOCAF and community agents, and evaluations.	Willingness exists among beneficiary population to participate in actions proposed by the program.
<b>Subcomponent 2.3:</b> Social integration opportunities improve for children, adolescents and families.	100% of intervention zones benefit at least from construction or refurbishment of a public area or sports field.	UTN monitoring and evaluation reports.	Community confirms its interest in having recreational public spaces.
<b>Subcomponent 2.4:</b> Social control mechanisms installed by beneficiaries.	20% increase in problems resolved or addressed to the beneficiaries' satisfaction, in terms of cases dealt with, as from the second year of the program; also ensuring all complaints received are dealt with.	UTN single complaints registry.	Community verifies that programmed activities are carried out and are relevant to their needs.
<b>Component 3: Institutional strengthening.</b> Planning, coordination and execution of actions for at-risk children and adolescents strengthened and optimized.	<ol style="list-style-type: none"> <li>1. Planning, coordination and evaluation areas for social policies and programs involving public and private institutions, created and operating.</li> <li>2. Adequate and timely availability of information for decision-making in the system.</li> <li>3. Reduction of overlapping actions and duplications of effort with program's target population, and less fragmentation of service supply.</li> <li>4. Interinstitutional capacity strengthening at the departmental level, promoting local childhood prevention and development plans with coordinated participation between local public and private actors.</li> </ol>	External evaluation reports.	<ol style="list-style-type: none"> <li>1. State organizations and civil associations involved in childhood and adolescence issues, maintain interest in participating in and developing the Plan.</li> <li>2. Middle management in the institutions involved, and staff generally, maintain a positive attitude towards carrying out comprehensive actions childhood and adolescence, emphasizing fulfillment of the comprehensive plan, the development of information systems and interinstitutional coordination.</li> </ol>
<b>Subcomponent 3.1:</b> Comprehensive policies exist, are designed and applied to help guarantee the exercise of the rights of the child and adolescent.	Comprehensive childhood and adolescence plan prepared with participation from public bodies and civil society, including institutional responsibilities and commitments assumed, approved before the end of the second year and in process of implementation, as a contribution to upholding the rights of the child.	<ol style="list-style-type: none"> <li>1. Plan documentation.</li> <li>2. External evaluation report.</li> <li>3. Information system design document and implementation plan prepared.</li> </ol>	
<b>Subcomponent 3.2:</b> Technical and operational capacity of public and private institutions improved on issues of childhood and adolescence.	Public and private bodies that have been strengthened by the program, at national, departmental and neighborhood levels (including Article 37), supply services in coordinated fashion, and support the formulation and implementation of childhood and adolescence plans.	External information reports.	
<b>Subcomponent 3.3:</b> Information on childhood and adolescence in Uruguay improved and expanded.	Unified national childhood and adolescence information system created and operating before the end of the second year, with adequate and timely availability of information for decision-making.	Administrative acts to create and regulate the database.	
<b>Component 4: Social communication for childhood and adolescence.</b> Children, adolescents, families and the population at large made aware of the rights of children and adolescents; and target population informed about the benefits of this program and others being offered.	<ol style="list-style-type: none"> <li>1. 20% increase in population aware of the rights of children and adolescents (baseline: 2001 Public Opinion Survey).</li> <li>2. 20% increase in the number of people aware of problems affecting children and young people at risk nationwide.</li> <li>3. 20% increase in the number of people living in program intervention zones made aware of the rights of children, and informed of the existence of community, zonal and extra-zonal resources, and how to use them.</li> <li>4. In the first year, more than 50% of the population over 12 years of age in program intervention zones know about program content, and make use of community, zonal and extra-zonal resources ( rising to 90% by mid-term).</li> </ol>	<ol style="list-style-type: none"> <li>1. General population surveys.</li> <li>2. External evaluation report.</li> <li>3. Surveys of residents in program intervention areas.</li> </ol>	No significant changes in the behavior of the population impinging on effectiveness of awareness-raising and dissemination actions.

**PROCUREMENT PLAN**  
**COMPREHENSIVE PROGRAM FOR AT-RISK CHILDREN, ADOLESCENTS AND FAMILIES (UR-0134)**

Component	Procurement Details	Amount US\$	IDB US\$	Local US\$	Method	Semester	Observations
1.1.- Comprehensive model for children under four and their families	EQUIPMENT Furniture and other on-site items	225,000	225,000		LCB	1st y 2nd /2003	
	INDIVIDUAL CONSULTANT 336 m/h (7 cons.)	408,000	156,098	251,902	Calls for proposals	1st/2003	
	100 CONSULTING FIRMS (average 48 months each @ US\$119,033 per firm)	11,903,251			LCB	1st/2003	Design and monitoring of new intervention methodologies
1.2.- Comprehensive model for children between four and 12 years of age and their families	EQUIPMENT Information technology	6,500	5,285	1,215	LCB	1st/2003	
	EQUIPMENT Musical instruments	250,000	203,252	46,748	LCB	1st/2003, 1st/2004, 1/2005	
	EQUIPMENT Gymnastic equipment	200,000	162,602	37,398	LCB	1st/2003	
	4 CONSULTING FIRMS (@ US\$190,000 per firm)	760,000			LCB	1st/2003, 1/2004, 1/2005, 1st/2006	Design and implementation of literacy activities for parents and children
1.3.- Comprehensive model for adolescents between 13 and 17 years of age and their families	EQUIPMENT Information technology	69,000			LCB	1st/2003	
	EQUIPMENT Paper and printing	68,000	55,285	12,715	LCB	1st and 2nd 2003,2004,2005,2006	
	50 CONSULTING FIRMS (@ US\$26,850 per firm)	1,342,500			LCB	continuous throughout the 4 years	Coordination and monitoring of labor training program and education participation for young people, and youth promotion actions
	INDIVIDUAL CONSULTANT 288 m/h (6 cons.)	190,860	155,171	35,689	Calls for proposals	1st/2003	
1.4.- Comprehensive model for the prevention and care of teenage pregnancy	EQUIPMENT Data transmission 1 Lic.	80,000	65,041	14,959	LCB	1st/2003	
	INDIVIDUAL CONSULTANT 48 m/h (1 cons.)	57,600	46,829	10,771	Calls for proposals	1st/2003, 1/2004, 1/2005, 1st/2006	
	10 CONSULTING FIRMS (@ US\$51,040 per firm)	510,400			LCB	1st/2003, 1/2004, 1/2005, 1st/2006	Socioeducational monitoring of mother/father/teenager in situations of difficulty and social vulnerability
1.5.- Comprehensive model for children and adolescents living on the street	10 CONSULTING FIRMS (@ US\$118,850 per firm)	1,188,500			LCB	1st/2003, 1st/2004, 1st/2005	Detection of street-children, and sociocommunity work with them and their families.
2.- Community and family participation	50 CONSULTING FIRMS (@ US\$25,807 per firm)	1,290,350			LCB	1st/2003	Interinstitutional coordination work and strengthening of community networks
	50 CONSULTING FIRMS (@ US\$25,807 per firm)	1,290,350			LCB	1st/2004	Interinstitutional coordination work and strengthening of community networks
3.1.- Comprehensive plan for childhood and adolescence and Art. 37 Commissions.	INDIVIDUAL CONSULTANT INTERNATIONAL	9,000			SHORT LIST	1st/2003	Childhood plan design expert
	INDIVIDUAL CONSULTANT 48 m/h (1 cons.)	48,000	39,024	8,976	Calls for proposals	1st/2003	
	INDIVIDUAL CONSULTANT 8 m/h (1 cons.)	8,000	6,504	1,496	Calls for proposals	1st/2003	
	EQUIPMENT Information technology and furniture	50,000	40,650	9,350	LCB	1st/2003	
3.3.- National childhood and adolescence information system	EQUIPMENT Information technology 1 lic.	334,400			ICB/LCB	2nd/2003	
	CONSULTANT 12 m/h (1 cons.)	14,400	11,707	2,693	Calls for proposals	1st/2003	
	CONSULTANT 48 m/h (1 cons.)	48,000	39,024	8,976	Calls for proposals	1st/2003	
	CONSULTANT 48 m/h (1 cons.)	31,200	25,366	5,834	Calls for proposals	1st/2003	
	CONSULTING FIRM	79,900	64,959	14,941	LCB	2nd/2003	Software production specialist
4.- Social communication for childhood and adolescence	CONSULTING FIRM *10	75,000	60,976	14,024	LCB	continuous throughout the 4 years	Recording of videos throughout the four years

LCB: local competitive bidding

ICB: international competitive bidding